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THE AMERICAN School Board Journal

A PERIODICAL of SCHOOL ADMINISTRATION



THE BRUCE PUBLISHING COMPANY
MILWAUKEE
NEW YORK CHICAGO

OCTOBER, 1935



SCHOOL-BOARD MEMBERS AND SALARIES—FRED ENGELHARDT



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By: R. C. Llewellyn

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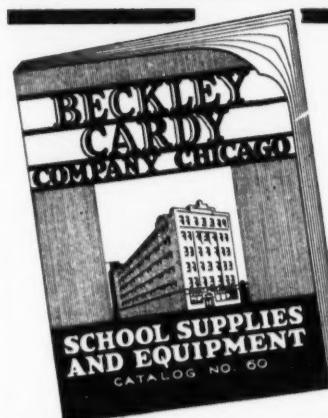


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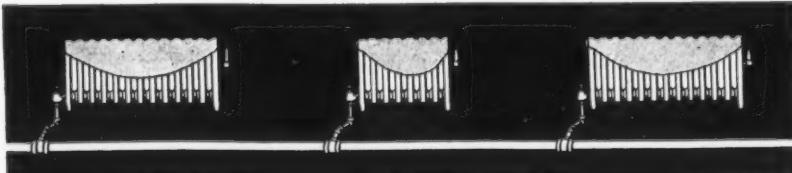


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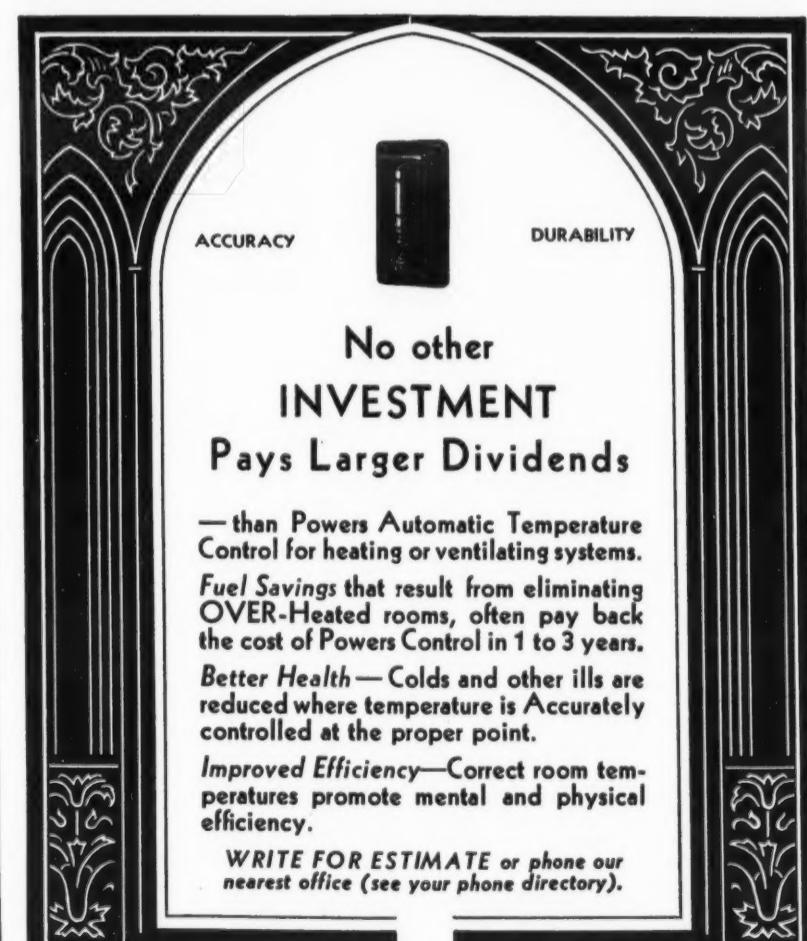
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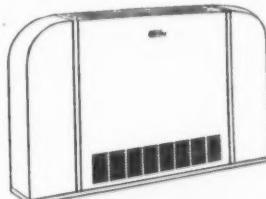
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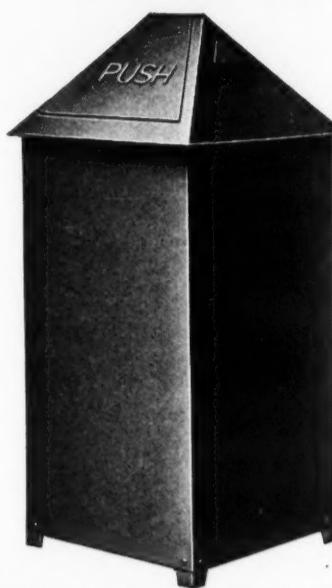
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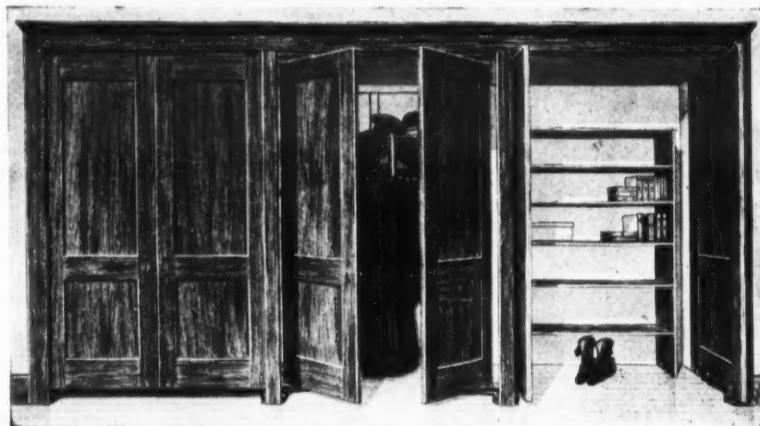


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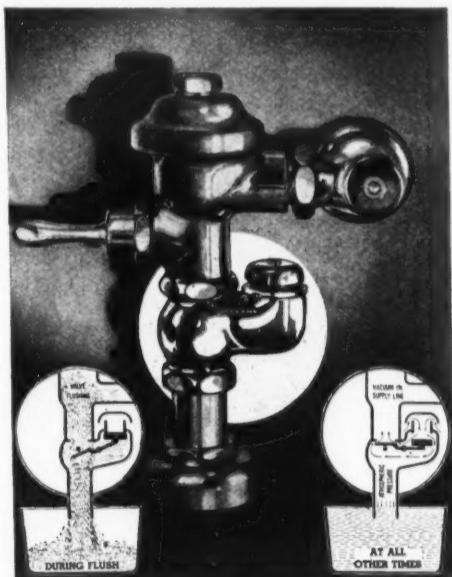
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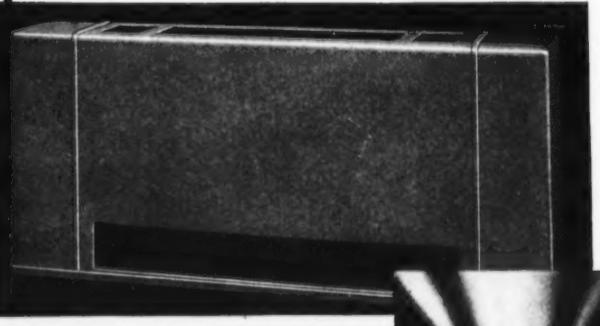
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There is bound to be a deficit in teaching efficiency when they are compelled to work under such conditions.

A pastor once remarked that he could preach a much better sermon where he had ten dollars in his pocket than when he had ten cents. That general temperament not only applies to teachers and preachers but to people in general. The dime produced a deficit.

Further investigation revealed that the budget for school supplies for the district had been so reduced, that not only was the amount of supplies inadequate, but that it was necessary to buy low grade materials.

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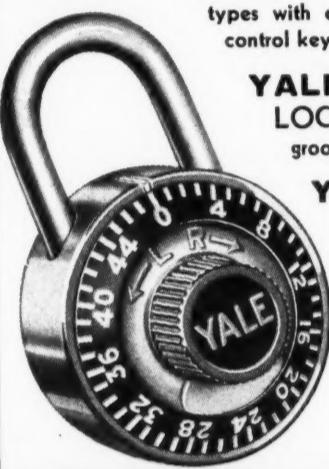
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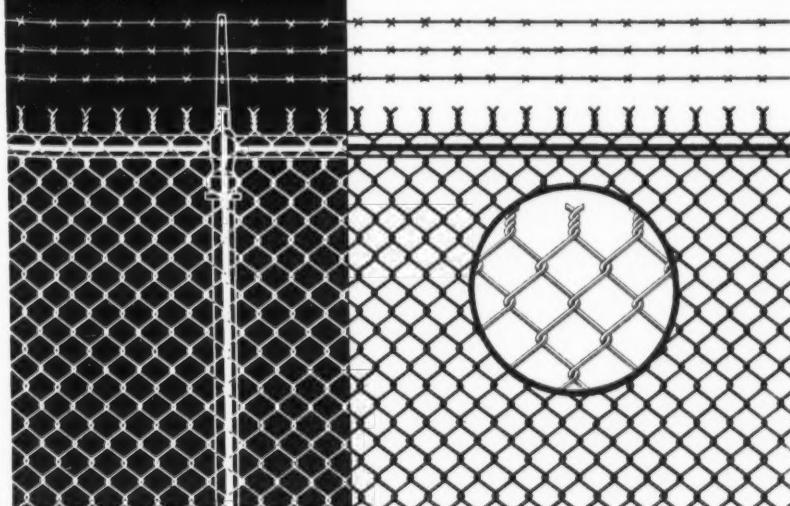
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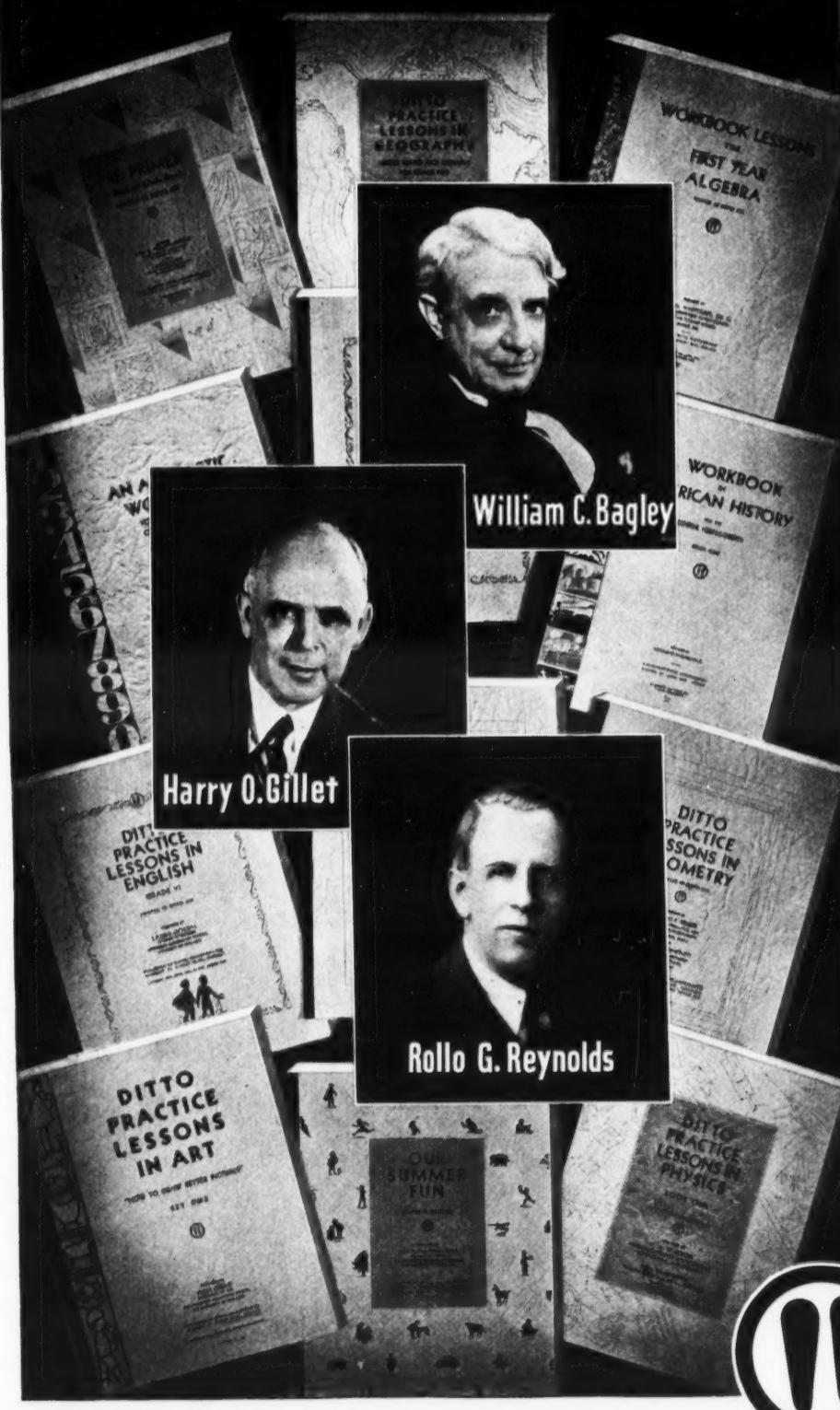
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How To Keep Young!

"Let us remember that age is not so much a matter of the whitening of the hair or the wrinkling of the face, as it is a matter of the hardening of the mental arteries." So says Superintendent M. G. Clark of Sioux City, Iowa, in a recent bulletin addressed to his teachers. He then argues for an "enlivening, energizing, enriching, and youth-giving" approach to the task of the day.

One cannot read this wholesome counsel of a wise schoolmaster on the dangers of becoming old without realizing that what applies to the school teacher applies with equal force to many others engaged in a highly useful service and the ordinary vocations of life.

It applies with exceptional aptness to a publication. With the passing of time a publication may become clearer as to its scope and service, but may also unconsciously grow into crusted habits, and fixed notions and conceptions which are out of touch and tune with a modern world.

While certain fundamentals must be recognized tomorrow as they were yesterday, the constant change of things creates new situations, new conditions, new problems. These may involve a different approach, a more thorough treatment, and a solution not contemplated in a former day.

The AMERICAN SCHOOL BOARD JOURNAL enjoys the prestige of age and a long term of useful service. That extended term of service, however, has not only grown out of the accumulated experience of age, but also out of the enterprise, energy, and industry of youth. Its policies are shaped and directed by older men who draw upon the experiences of the past and by younger men who have a vision of and appreciation for the future.

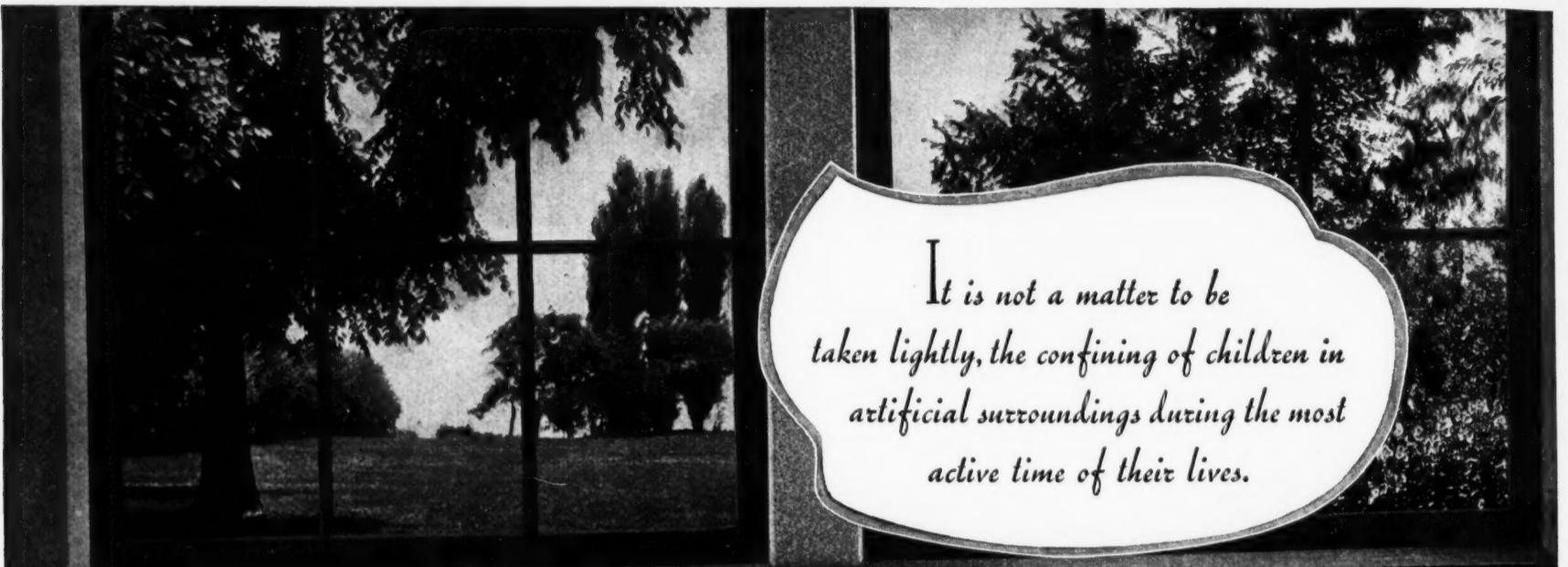
In their combined attitude they see the problems of administration as they confront the American educator of today and offer the solution which is dictated by experience, by sound reasoning, and common judgment. By heeding the lessons of the past the effort to keep abreast with the march of progress assumes real zest, momentum, and stability.

THE EDITOR

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The contents of this issue are listed in the *Education Index*. Member, Audit Bureau of Circulation and Associated Business Papers.



I
t is not a matter to be
taken lightly, the confining of children in
artificial surroundings during the most
active time of their lives.



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Air Conditioning for Schools

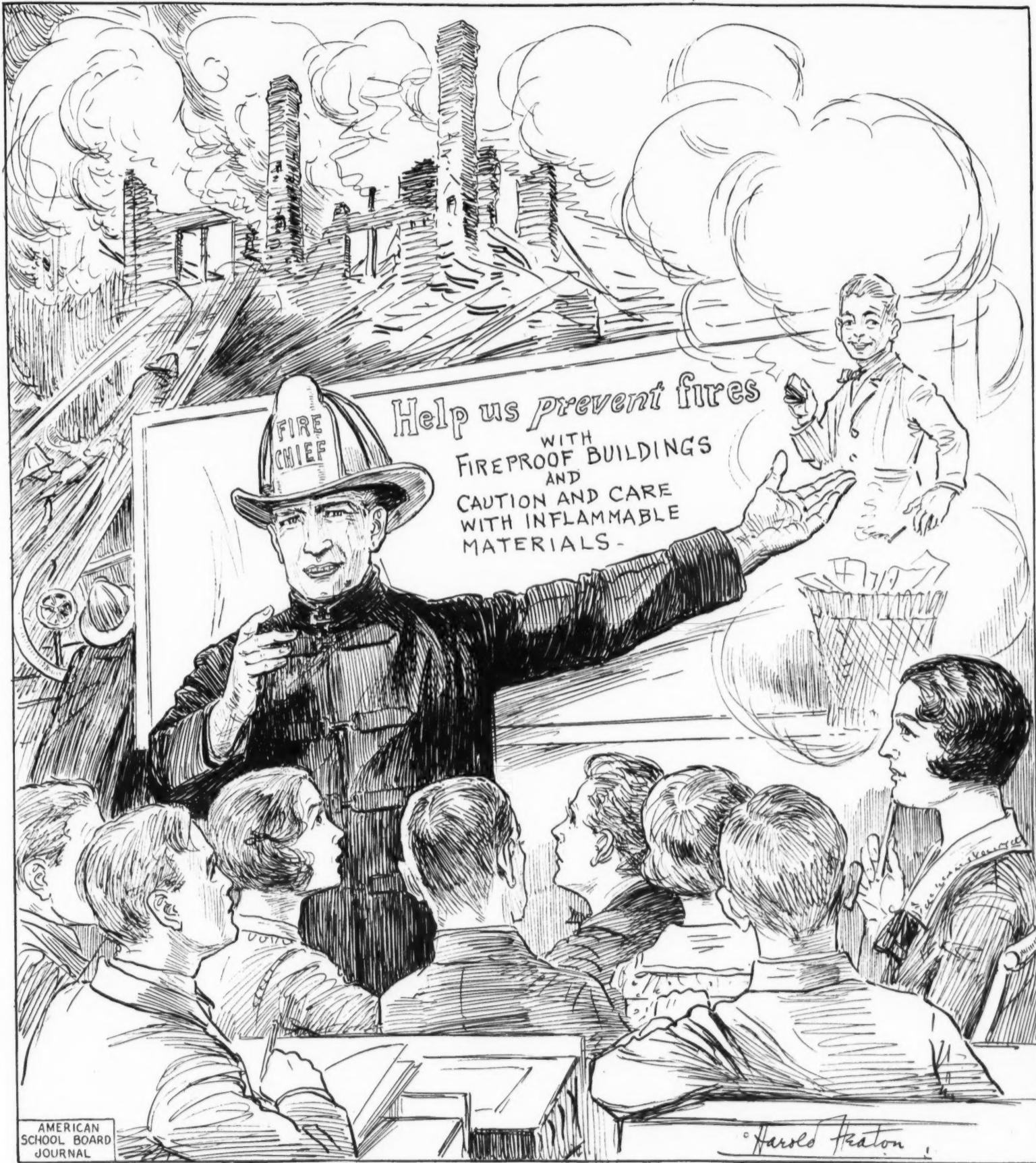
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AN OUNCE OF PREVENTION THAT IS WORTH MUCH MORE THAN A POUND OF CURE!

School-Board Members and Salaries

Fred Englehardt¹

The board of education, given various other designations in the several states, is an institution of American origin. The story of the changes that have taken place in the administration of schools over a period of three hundred years in which free public schools were developing in the United States is most challenging and worthy of careful study. The conditions that arose in the development of this country that forced the people to turn over the responsibilities for the management of schools to their representatives were very much the same as those that forced a change during the past half century from school-board administration to the professional administration of public schools.

Universal education as it evolved in the United States has become one of the most important enterprises of democracy, and the administration of the institutions in which education is carried on requires training and skill of the highest professional order. It is for this reason that professional educational requirements have been set for all teaching, supervising, and administrative positions in schools. The evolutionary process affecting schools that had a small beginning about 300 years ago as the early settlers insisted that their children be educated has not as yet been completed. Slowly as the school problems are studied it has become clearer and clearer that there are certain things the people can best do in reference to management and support of schools and that there are other activities belonging to the state. It also is evident that local school boards as representatives of the people have important responsibilities while the superintendent, principals, supervisors, and teachers are called upon to assume direct control of school affairs.

One Must Understand the Philosophy Underlying School Administration

When schools became increasingly larger and the educational problems became more and more complex intelligent citizens realized that the electorate could no longer handle the administration of schools. Their solution to the problem was effected by creating a representative body chosen from among them to handle all school matters. This body was called the school board. At first the school board comprised a large number of persons. A recent article points out that in 1875 the Boston school committee or board of education numbered 116 members.² Now Boston has a board of five members.

The only way schools could be administered with these large boards of education was to appoint committees. Thus the standing-committee plan of administration entered into the picture. Gradually the size of the school board decreased and in the progressive school districts the standing-committee plan of management gave way to a plan in which all matters were handled by the school-board meeting as a whole.

So far as I know, the 116 school-board members in Boston were not paid, nor is one inclined to believe that these citizens thought they should be paid. The clerk and treasurer of the board were paid for their special services. It was an old American custom that developed with democracy that held that all citizens had some obligations to their government and should willingly serve in an advisory capacity when called upon. If such services required a large share of the person's time, he was paid as

in the case of membership of a state legislature or of Congress.

It Took Time Before the Superintendent of Schools Became the School Executive

Although several cities had selected superintendents of schools by 1840, it was not until late in that century that school boards and professional educators visioned the modern concepts now governing school administration. As superintendents were trained for their work and as they and the school boards reviewed the tremendous task that was given to them by the people to perform, it was realized that there were two groups of functions that could be divided between the board and the superintendent. One of these groups is called the legislative or policy-determining function and the other the executive and administrative function. The former logically belonged with the representatives of the people. The latter involves professional education and specific experience with school matters. In this division of work, dignity and purpose was given to the board of education, and its members were relieved of a great mass of routine and detail. The board recognized that its first and important duty was that of selecting a well-qualified superintendent in whom they could place their confidence and one who would carry on the schoolwork in a professional and businesslike manner.

In this modern plan of school administration, the people were represented by the citizens they elected to the school board. The school board in turn performed their duty by considering the problems of the schools from a lay point of view and passed on the professional recommendations of the superintendent in terms of their applicability to the schools of that particular community. When the board acted, the superintendent was held responsible for carrying out the policy set by the school board. Thus the board was relieved of all clerical and administrative duties.

If school boards exercise the legislative duties prescribed under modern school-administrative principles, the members of the board should not be called upon to give an undue share of their time to school affairs. The time will be no more than democracy has a right to ask of any citizen. In most communities school-board membership is a public trust of much prestige, and the return that comes to the fair-minded school-board member of character is priceless. One should seek persons for school-board membership from among those who are interested in the educational welfare of the people and not from among those who are looking for a job. The people could never pay sufficiently in a monetary way for the services the school boards of caliber render them.

When School-Board Members May Be Paid

In very large school districts of the county type, school-board meetings may of necessity be called for morning and afternoon sessions. Under these circumstances when men and women are called away from their daily duties, a reasonable per-diem allowance is provided in many states, and this practice seems reasonable. Likewise, when school-board members incur expenditures in travel and the like attending meetings they should be reimbursed. But neither of these situations represent payment to school-board members for public services rendered.

Payment of School-Board Officers

In some states the secretary or clerk, and the treasurer of the board of education are paid for the duties they perform in these positions. There has been a practice developed in which these positions are rotated, and in the process school-board members are indirectly paid. This practice, although technically legal, is quite unsound and has no legitimate justification.

If the principles enunciated above are all applied, then the school-board member should be neither clerk nor treasurer. There should be but one officer of the board of education, the presiding officer or president. Obviously, a vice-president is also necessary. The duties of treasurer should be delegated to the city or county treasurer as convenience suggests. The duties of the clerk should be assigned to a trained stenographer in the superintendent's office. Thus in practice the board of education may act as a legislative body, and not be hampered by the administrative routine.

Some school-board members are disturbed by these suggestions, but there are ample means for providing the balances and checks that may be judged necessary to efficiency, economy, and harmony.

Evolutionary Process Not Complete

One may find in the United States school system a variety of plans of management that portray every practice that has been in vogue since the first free public school was constructed. It will take a long time before the principles of school administration as now understood are applied in all school districts. Again, as those interested in education study the problems, new principles will evolve, and these will help to make the schools increasingly better.

As one reads the article on the payment of school-board members in the September issue of this Journal, one is led to believe that the school board referred to is really acting as the superintendent of schools.³ If executive and administrative duties are delegated to school-board members to perform, then they should be paid. The question arises, however, as to whether the people intend that schools be administered in this fashion. If there is a superintendent of schools drawing a salary and if school-board members are likewise paid for administrative services, then either the superintendent should be dropped as an economy measure or the school board should delegate the duties that belong to his office to him. The work of the business office dealing with the schools of the county should be conducted under the direction of the superintendent.

If the people of the county referred to in the article are spending \$3,600 a year on the school board, they are spending too much. There is ample evidence to show that a county school system can be efficiently managed if a professionally educated superintendent of schools is given the responsibility for the administration and if he is given adequate trained clerical assistance to carry on the office routine. It does not appear that this article presents any argument for paying school-board members when they are performing the duties expected of them in a democratic society. One is inclined to hold that the article indicates that in the school system described, there are four county superintendents of schools sharing in the administration of the schools.

¹Professor of School Administration, University of Minnesota.
²Sullivan, J. P., "The Boston School Board," *The School Executive*, September, 1935, p. 36.

³Hoffman, G. A., "Salaries for Board Members," *SCHOOL BOARD JOURNAL*, September, 1935, p. 32.

Turnover Among *City* and *County* Superintendents

Dennis H. Cooke and Howard Acuff, George Peabody College for Teachers

The typical study of teacher turnover and tenure does not include school administrators. Such investigations are inadequate in this respect. Perhaps the lack of turnover and tenure data pertaining to school officials is due to the fact that many of the studies are made by superintendents, and it does not occur to them that the turnover and tenure of school officials should be included in their investigations.

In some sections of the country the tenure of the superintendent of schools is almost as uncertain as that of the teacher. A large majority of principals and superintendents are elected annually. The storm and stress centering around the superintendent in school fights is one of the shames of our educational history. Each criticism of the school is an indictment of the superintendent. He must bear the brunt of all attacks directed at him and at the school; he must run the race for himself and for his teachers. If the teachers' fight is lost, the superintendent loses and is discharged. Frequently a superintendent is not released when a school fight is lost, but he is demoted in rank and given less authority. In many instances the stripping of a superintendent of his authority is even more significant than actually discharging him. In such cases the superintendent usually accepts the subordinate position only because he is placed in this embarrassing situation rather suddenly and has not sought a place elsewhere.

The Approach to the Problem

To determine the seriousness of the above problem and the extent to which county superintendents change positions, a study was made of the *Educational Directories of the United States Office of Education* over a period of eleven years. Turnover was used throughout the study to mean superintendent replacements. Additions or decreases in the number of superintendents in a given county was not considered as turnover. For example, Tennessee is listed in the accompanying table as having 95 county superintendents in 1922. These original superintendents were studied through 1931. No record was kept of the increase or decrease, if any, in the number of superintendents following 1922. The same procedure was followed for

each state. The rate of turnover for a given year was considered as the percentage of the original number of superintendents that were replaced by other superintendents. For example, 34 (not given in table), or 36 per cent, of the 95 superintendents in Tennessee in 1922 were replaced by other superintendents in 1923. A total of 3,463 county superintendencies were considered in the study for each of the eleven years, making a grand total of 38,093.

The large amount of clerical detail involved in the study warrants a brief description of the method used to facilitate the procedure. The names of the 3,463 county superintendents, as of 1922, were copied on large tabulation sheets, according to an alphabetical list of the states and counties. The years, 1923, 1924, etc., through 1932, were listed horizontally across the top of each tabulation sheet. If a given superintendent held the same position in 1923, a check mark was placed under this year, and so on, for as many years as the same name appeared for the given county. When a replacement was made the name of the new superintendent was entered under the year in which the change occurred. Check marks were again used for each succeeding year that the second name appeared, and so on. In this way the number and percentage of replacements for each year and for each county were easily computed. The next step was to determine the average percentage of turnover for each county for the ten years, and the average percentage of turnover for all the counties for each year. Thus it was possible to describe the situation in each of the 3,463 counties for each year of the study. Only a summary of the facts are given in the table.

Trend in Percentage Turnover

Between 1922 and 1931 an average of 14 per cent of the county superintendents and 13 per cent of the city superintendents in the United States changed positions each year. It is difficult to understand why only 20 per cent of all the county superintendents and 30 per cent of all the city superintendents did not change positions between 1922 and 1932, while 80 per cent of the county and 70 per cent of the city superintendents changed positions one or more

times during this period. One can hardly imagine what would be the professional status of medicine, law, engineering, etc., if 70 to 80 per cent of the people in these professions changed positions every ten or eleven years. But the trend is decidedly toward a smaller percentage of turnover (from 15 per cent in 1923 to 8 per cent in 1931) and longer tenure among city superintendents. As much cannot be said for county superintendents, because there is an increase of 2 per cent in the turnover from 1923 to 1932 (from 12 to 14 per cent).

Difference in Percentage of Turnover Among States

The conditions under which superintendents are selected and the conditions under which they work vary to the extent that there is a wide range in the percentage of turnover among county and city superintendents in the several states. For county superintendents the average annual percentage of turnover ranges from 4 per cent in Maryland and New York to 33 per cent in New Mexico, while comparable figures for city superintendents range from 5 per cent in South Carolina to 30 per cent in Florida. It appears from a close analysis of the accompanying table that the percentage of turnover among county superintendents is slightly less in the southern states than in other geographical sections of the country. But the percentage of turnover among city superintendents is appreciably greater in the south than in other geographical regions. Attention should also be called to the fact that the percentages of turnover among county superintendents vary quite noticeably with election years in those states that elect or appoint the majority of county superintendents during a given year for a certain period of office. This tendency, of course, does not exist among city superintendents.

Factors Affecting Turnover Among Superintendents

Although the economic depression has been a hardship upon superintendents, it seems to have helped stabilize the position of school superintendency in view of the fact that the average annual percentage of turnover was rel-

Per Cent of Turnover among City and County Superintendents															Per Cent of Turnover among City and County Superintendents (continued)																											
States	Num- ber Coun- ties 1922	Per Cent of Turnover among County Superin- tendents for Following Years					Per Cent					Per Cent of Superinten- dents with 100% Tenure					States	Num- ber Coun- ties 1922	Per Cent of Turnover among County Superin- tendents for Following Years					Per Cent					Per Cent of Superinten- dents with 100% Tenure													
		1923	24	25	26	27	28	29	30	31	32	County	City ¹	1923-1932	County	City ²	1923	24	25	26	27	28	29	30	31	32	County	City ¹	1923-1932	County	City ²											
Alabama	67	6	18	3	6	11	10	13	17	4	6	9	13	0	-7	30	35	11	12	+12	-11	35	25	North Carolina	100	6	10	3	21	7	17	6	16	19	11	12	11	-29	-7	37	35	25
Arizona	14	14	60	35	21	50	0	7	43	24	10	+29	-12	7	7	37	North Dakota	53	37	0	8	23	24	32	5	19	4	15	6	-33	-4	11	11	21								
Arkansas	75	3	17	12	12	8	16	12	8	5	6	10	15	+3	-17	26	21	Ohio	53	12	1	38	9	12	8	5	9	9	12	11	-3	-1	21	21	21							
California	58	8	29	5	27	6	8	2	19	2	11	11	-6	-4	2	42	Oklahoma	77	5	54	8	45	2	8	6	47	49	23	20	+44	-5	1	1	9								
Colorado	65	6	49	2	44	31	5	42	6	10	38	24	11	+32	+22	3	29	Oregon	36	11	0	3	22	6	3	15	8	8	13	-3	-3	0	44	17								
Connecticut	15	20	13	13	13	20	26	0	20	0	0	13	13	-20	-9	13	33	Pennsylvania	68	30	3	7	1	12	0	0	3	9	1	7	11	-29	-7	37	35	25						
Delaware												8		0			Rhode Island	10	20	20	20	30	10	10	0	0	0	13	9	-20	+7	30	44									
Florida	61	3	5	5	34	4	2	41	6	5	4	11	30	+1	-27	26	6	South Carolina	46	0	15	2	32	2	11	0	23	3	2	12	5	+2	0	19	65							
Georgia	160	2	1	4	48	5	1	29	1	1	2	10	17	0	-5	24	25	South Dakota	68	15	57	8	44	7	50	1	44	1	58	29	13	+43	-21	68	21							
Idaho	44	11	43	11	34	51	2	31	4	18	2	19	19	-9	0	4	Tennessee	95	56	4	6	24	12	23	11	19	10	36	18	17	0	-4	13	23								
Illinois	103	3	50	0	4	34	4	2	1	50	12	12	+27	-13	17	35	Texas	251	45	5	28	8	30	12	7	22	38	8	21	15	-35	-2	6	31								
Indiana	92	5	8	5	42	4	3	7	57	0	4	11	9	+1	-8	21	37	Utah	34	2	41	20	21	9	11	9	20	9	9	15	+7	6	17	2	34							
Iowa	99	3	9	26	4	5	15	5	1	14	0	8	13	-3	-15	39	27	Vermont	52	25	10	6	10	7	15	4	12	4	16	11	15	-10	+4	2	34							
Kansas	105	7	38	6	35	6	30	5	24	5	26	18	12	+19	-7	11	Kentucky	120	32	3	8	6	41	3	4	6	26	0	13	-32	+6	15	21	27								
Louisiana	64	6	8	0	12	5	0	4	12	3	1	5	24	-5	-24	54	15	Louisiana	64	2	78	0	2	3	54	0	5	2	58	20	18	+56	-4	5	17							
Maine	128	20	23	21	20	18	5	13	13	8	5	15	12	-15	-25	19	25	Massachusetts	23	0	0	0	9	8	9	0	4	60	0	0	6	-3	-13	19	54							
Maryland	23	13	0	0	0	0	9	8	9	0	4	11	-9	0	0	60	0	Massachusetts	77	11	19	15	12	12	5	7	11	19	10	13	-53	-12	4	28								
Massachusetts	77	11	19	15	12	12	5	7	11	19	2	12	9	-9	-8	18	40	Michigan	83	5	51	2	4	3	21	5	1	1	19	10	8	+14	-5	31	45							
Michigan	83	5	51	2	4	3	21	5	1	1	19	10	8	+14	-5	31	45	Minnesota	86	34	8	3	1	30	1	1	2	16	0	10	12	-34	+2	26	20							
Mississippi	82	20	56	0	1	2	45	0	2	55	17	12	+35	-6	8	28	Mississippi	82	20	56	0	1	2	45	0	2	55	17	12	-34	+2	26	20									
Missouri	114	1	41	1	1	2	33	4	2	2	34	12	15	+33	-6	6	19	Montana	54	6	65	4	37	46	4	4	5	51	0	24	11	-6	-6	0	29							
Montana	54	6	65	4	37	46	4	4	5	51	0	24	11	-6	-6	0	29	Nebraska	93	11	46	6	5	54	2	3	2	29	1	14	12	-10	-13	37	26							
Nebraska	93	11	46	6	5	54	2	3	2	29	1	14	12	-10	-13	37	26	Nevada	5	0	20	0	20	80	0	0	40	18	11	+40	0	0	0	33								
New Hampshire	52	26	13	8	25	8	11	13	11	6	4	13	-8	-22	-3	13	New Hampshire	52	26	13	8	25	8	11	11	13	6	4	13	-8	-22	-3	44									
New Jersey	21	9	5	0	5	5	14	5	0	9	9	6	6	0	+4	47	54	New Jersey	21	9	5	0	5	5	14	5	0	9	9	6	6	+4	-1	47	54							
New Mexico	31	0	74	13	74	62	0	0	52	67	0	33	15	0	-8	0	58	New Mexico	31	0	74	13	74	62	0	0	52	67	0	33	15	-8	0	58								
New York	211	6	4	2	2	10	1	1	1	1	1	13	4	10	+7	-6	New York	211	6	4	2	2	10	1	1	1	1	1	13	4	10	+7	-6	7	39							

atively small for the years 1929, 1930, and 1931 among both county and city superintendents. But what factors have caused superintendents to change positions as frequently as they have?

As an index to the problem of why county superintendents change positions, an attempt was made to determine the causes of the 175 changes in superintendencies which took place in Tennessee between 1922 and 1932. To obtain this information a questionnaire was sent to the superintendents who made the 175 changes and to the chairman of the board of education in each of the 82 counties in which changes occurred, requesting information concerning the causes of each change. An analysis of the returns from these superintendents and the school-board chairmen revealed the following reasons, given approximately in the order of their importance and frequency of occurrence: Was dismissed because of local factionalism; resigned to enter different field of work; lost position because other political party secured control; was dropped when he failed to recommend certain teachers for election or re-election; lost favor because of consolidation program; was dismissed because he caused school to become too heavily indebted; was not re-elected because of the traditional idea that the office should be passed around; failed in reappointment because of change in the method of selection; resigned because of desire to take additional professional training; transferred, on his own account, to a county which was in better financial condition; lost favor because of the building program; and resigned to accept a position with a better salary.

It is quite possible for public-school officials to have long tenure. Although there are no data available citing instances of long tenure among county superintendents, Alltucker reported some long tenures for city superintendents. She reported that Edward C. Glass was superintendent in Lynchburg, Virginia, for over fifty years. Superintendent Lawton Bryan Evans held his position in Augusta, Georgia, for approximately fifty years. Louis J. Rundlett was superintendent in Concord, New Hampshire, for 44 years.³ Many other instances of long tenure could be cited, but these should suffice. In contrast to these illustrations of long tenure, Morristown, Tennessee, had five superintendents during the ten years considered in this study; Jacksonville, Florida, three in ten years; San Antonio, Texas, three; San Diego, California, three; and Schenectady, New York, three.⁴ When between one seventh and one eighth of the superintendents in the United States change positions each year, certainly the position of school administrator cannot be ranked any higher on the professional scale than that of semi-professional. Such a situation is a challenge to the forward-looking school officials of America.

A Few Suggestions

It is generally believed that short tenure among superintendents results in lower standards of work and preparation. There are laws against too frequent change of textbooks. If good superintendents are more important than good books, and there is every reason to believe that they are, perhaps we should have some laws prohibiting too frequent change of superintendents. Approximately one fourth of the states and a large number of school systems have enacted teacher-tenure laws and regulations, but in many cases the tenure provisions do not apply to the superintendents. Every state should have a teacher-tenure law providing protection to school executives as well as to teachers. Superintendents have been

included under the terms of the tenure laws and regulations in practically all European countries.

School boards and superintendents can help to decrease the turnover and increase the tenure among superintendents. School boards should keep the school out of politics and not allow the superintendents to be used either as a target or as a tool in their local political fights. The superintendent should refuse, when at all possible, to become involved in school-board fights, and at the same time he should exert all effort possible to secure the election of desirable board members. School boards should grant their superintendents leaves of absence for professional study. Such leaves, when taken, should not be considered as turnover. It should not be necessary for the super-

intendent to resign his position in order to do a year of professional study. School boards should make it unnecessary for efficient superintendents to change positions in order to receive an increase in salary. Superintendents should be appointed by school boards instead of elected by popular vote, because board-appointed superintendents, as a general rule, have longer tenure than those elected.

Finally, much of the turnover among superintendents is the result of their own desire to change positions. Many superintendents feel that they have outlived their usefulness in a community if they remain longer than two or three years. This should not be true and is not true among outstanding superintendents. As a general rule, the longer the tenure the greater the opportunity for service.

How to Select An Opportunity Group

Catherine Landell¹

After selecting the teacher it seems a simple problem to select the children for the room. Keeping the group well balanced and small enough is a real problem. Twelve to fifteen is an ideal number to select. Never more than twenty should be enrolled. Some states have made laws to this effect. The law requires that an additional teacher must be employed when the enrollment reaches twenty. One must exercise care that the room does not become a "dumping ground" for disciplinary cases or for pupils who are back in their work because of illness or late entry.

First, it must be decided exactly what type of room is to be established. The greatest need of some districts may be a room that is largely remedial in its work. In such a room, extra assignments, special help, and opportunities given to children missing through illness or unavoidable causes allow rapid advancement so that the child can be returned to his own normal group.

In this article we are interested in the room dealing with subnormals. Call the room what you will, restoration class, problem group, retarded children, ungraded room, opportunity, remedial, or special room. Some schools have found it satisfactory to give the teacher's name, calling it Miss Smith's Room.

What is a problem child? A leading private school defines one in these words, "A problem child is generally thought to be one whose behavior is such that he cannot be trained by the average teacher along with the rest of the pupils. He is one whose needs do not seem to be adequately met in the ordinary classroom." This definition will serve as well as any.

Problem children have these traits: They are a disciplinary problem; unable to do routine classwork; are socially maladjusted; may attend irregularly; are unhappy and discontented; their muscular co-ordination is often faulty; may have undesirable personality traits.

If they are below the moron type, they should be considered as probable institutional cases and the parents urged to make provision accordingly. They are too great a detriment to others for the public schools to assume the burden.

How should the children be selected? Each teacher should submit a list of those that she considers as belonging in that group. Most of them will come from the intermediate and from the junior-high-school grades. Unless greatly over-aged and great disciplinary problems, children of the primary grades had better remain with the regular groups. They should be given the benefit of the doubt. Perhaps they have not yet made the adjustments necessary to

school life. They may be able to find themselves and continue in the regular group.

This proposed list must be carefully considered. A thorough study made of each child's school records, his physical-examination card, the scores he has made in standardized tests of all kinds, inquiries made concerning his family and home life.

Even though a group intelligence test has been given, each child should be given an individual test. The Stanford Revision of the Binet-Simon Scale reveals many things that will help in the follow-up work. The form board divulges more of the child's mental make-up. Talk with the members of the staff from a near-by child-guidance clinic. They will gladly give scientific and practical advice.

Tests, two or more, should be given to determine the mental level where each child's learning needs to start. A number of excellent tests are on the market today. Among the best known are the Dearborn Group Test of Intelligence, Haggerty Intelligence Examination, Otis Group Intelligence, Pressey, Classification, Stanford Achievement, Woody-McCall Arithmetic Scales. New ones are coming into the markets. Old ones are being revised. Some educators prefer one, some recommend others. Subject matter to be tested, the pupils' age and race, personal preference will influence the selection of each district. All tests should be carefully scored and kept on file. A good teacher will be able to use them as the basis for her classwork, particularly that of the purely remedial type.

Thorough physical examinations should be given. These may reveal some reasons for failure. Poor eye habits, faulty vision, poor hearing, bad posture, diseased tonsils, speech defects, decayed teeth, malnutrition, and many other physical defects retard learning. The school with the aid of family doctors, clinics, and other public health agencies must do what is possible to lessen these disturbing factors.

The parents are the major problem. Generally it is best for the teacher or the principal to call on the parents and talk it out with them. This requires tact and conversational skill, not to mention courage. Sometimes it is best to say nothing, merely place the child in the group, discussing the problem on demand. Often no questions are asked. Each case is different and very personal. No hard-and-fast rules can be given. Each school must work out its own solution. Be sure that you have facts, tests, grade cards, school histories, and records to back you up. Then go ahead.

At one time subnormals dropped out of school early. Today this is not true. They are

³Margaret M. Alltucker, "Tenure in Present Positions and Training of City School Superintendents," *School and Society*, 1929, 649-52.

⁴Dennis H. Cooke, *Problems of the Teaching Personnel* (New York: Longmans, Green and Company, 1933), p. 84.

¹Teacher, Fort Lupton, Colorado.

(Concluded on Page 75)

Supervisory Objectives and Techniques in a Smaller City

W. F. Himmelreich¹

When a superintendent or principal changes positions, the making of a general survey of the school and the community is his first step toward determining an intelligent basis for the year's work. The survey should be as detailed as time and circumstances permit. But if time is very short, a few pages of notes, which cover the situation only in general are much better than no background at all. Some attempt toward definiteness is the important thing.

A superintendent needs to resurvey his school situation each year, in order to guarantee improvements and to insure that steady growth of the schools to which the community is entitled. Each year should present problems that challenge the superintendent's enthusiasm as much as did those of the first year. This attitude keeps schoolmen from getting into those ruts which lead to a downward spiral.

After a survey is complete, the second step in supervisory planning is to make an outline of the objectives to be attained and the techniques to be employed to attain the objectives. This needs to be done so far as possible in co-operation with the teaching staff. If teachers have a part in the planning of the general policies, the more enthusiastic they will be to carry the year's work to a successful completion. A picture of the present status of the school, together with an outline of its needs and improvements, is essential.

The outline of the objectives and techniques

¹Superintendent, Guernsey, Wyoming. The first section of this paper appeared in the JOURNAL for April. The final discussion will be printed in November.

which follows was prepared by a superintendent of a small school system at the beginning of his second year in that school. It is given for the purpose of illustrating the making of an outline. The objectives cover the important supervisory aims for the year, both for the elementary and the high school. The outline was prepared with the idea of long-time planning. It seems that long-time planning has the advantage of creating a broader foundation and the assurance of co-ordinated results. Superintendents who plan only as though one year were their tenure are likely to become shortsighted in their vision of the educational needs and development of the community. The superintendent, whose outline appears, remained in the school long enough to see the results of following the main features of the outline.

Some of the objectives were too extensive to insure much visible achievement. The average superintendent of a small school system does not have enough time to attempt to do much curriculum building. He and his teachers do well to prepare a few units of work in some of the subjects taught. On the other hand, two years' work gave gratifying results relative to the objectives, to develop the special subjects in the grades and the extracurricular activities and supervised study in the high school.

While there are reasons to believe that more improvements were made in all the fields outlined because of definite planning than would have been if no outline had been made, the accomplishments were sufficiently enhanced to justify long-time planning.

Supervisory technique: (a) visitation; (b) conference — one teacher; (c) exhibits.

C. Music Objectives: (a) To acquire fundamental principles.

Method: Formal classroom instruction.

(b) To develop music appreciation. Method: Victrola records,

glee clubs, programs, etc.

Supervisory technique: (a) visitation; (b) conference with grade- and high-school teachers — one grade and one high school.

GENERAL OBJECTIVE 2: To improve Reading, Language, and Arithmetic, grades 1 to 8.

Supervisory technique: (a) curriculum building; (b) long visitation — to observe the teaching of units developed; (c) individual conferences.

Group meetings — grade- and high-school teachers. This work will probably call for frequent meetings of the group. The meetings throughout the entire year can well be devoted largely to the problem of the Language, Reading, and Arithmetic studies.

Testing:

Arithmetic:

Achievement Tests — New Stanford Test

Curriculum Tests — Brueckner

Arithmetic will be further measured by the use of the Knight, Studebaker, Ruch Drill Charts.

Reading:

Gates Reading Test

Monroe Silent Reading Test

3. Objectives and Techniques for the High School

GENERAL OBJECTIVE 1: The development of a new extracurricular program on the basis of last year's activities.

Fewer clubs — more definite organization. Possibly one club for each teacher — at least not more than two.

Aim: (a) to discover new interests of the pupils; (b) to enrich the subject matter of classes; (c) to enrich and strengthen the regular courses; that is, to adopt some of the material as intracurricular.

Technique: conference with teachers.

GENERAL OBJECTIVE 2: The introduction of supervised study.

Supervisory technique: Teachers' meetings: all teachers in meetings for the consideration of supervised study.

a) Introductory meetings concerning the learning and teaching process.

b) Definitely outlined studies based on assigned references, suggested readings, etc. Definite announcements of date and meeting and subject, with outlines given to teachers before meeting.

Text: Kilzer, L. R., *Supervised Study*.

Conferences: The definite program of supervised study as it applies to the specific subject of the teacher.

Specific Supervisory Objectives:

1. A reorganization of the social-studies program, grades 7 to 10 (no offerings in grades 11 and 12). The unit plan of teaching introduced in grades 7 and 8. Conference with teacher in charge.

2. To organize courses in first-year Science, Biology, and Physics.

4. Summary of Techniques

TEACHERS' MEETINGS:

Group: health, music, English.

General: supervised study and discipline.

Elementary: reading, language, arithmetic.

High School: natural-science and social-studies teachers.

Individual conferences: all teachers as specific needs require.

CLASS VISITATION:

(a) Long visit confined largely to the classes where special improvement and unit development is desired; (b) short visits when inspectional function and checking up is primary intention.

TESTING PROGRAM carried on in co-operation with normal-training department:

Intelligence: grades 1 to 12.

Achievement: New Stanford.

LESSON PLANS:

1. Lesson plan books have space for daily lesson plans.

2. Each plan book has space for the development of about ten units.

CURRICULUM BUILDING:

1. In courses outlined for special supervision: language, reading, arithmetic, science, social science, grades 9 to 10. Basis: (a) state course of study; (b) other available material; (c) the teacher's six-week reports.

5. Auxiliary Devices

1. Construction of complete program of studies on 36 by 36-in., oak tag sheets.

2. Similar chart, showing course of study in grades 1 to 12. Include subject, text, author, copyright, publisher, and date.

3. Improvement chart, with the following divisions: suggestions, proposed equipment, new textbooks, supplies, devices, etc. These charts are kept in the office and give a bird's-eye view of this phase of the work.

6. Reading and References

There were accessible about 75 volumes of professional books in the normal-training department, files of ten professional magazines, besides the personal volumes of the teachers and the superintendent.

Development of Special Subjects and Extracurricular Objectives

The development of the special subjects in the six elementary grades and the extracurricular program in the high school was an extracurricular development of the entire school system. In the year preceding the provision for the development of extracurricular activities, the work in the grades was the usual textbook

OUTLINE OF A SUPERVISORY PROGRAM

1. Daily Distribution of Superintendent's Time

Monday to Friday

Time	Administration	Supervision	Instruction	Remarks
8:00 to 9:00	Correspondence: Teachers—Pupils — Parents — Conferences — Bus Reports			
9:00 to 10:00		Elementary Grades Visitation Period		
10:00 to 11:00			Plane Geometry	Send to Study Hall occasionally to visit other classes
11:00 to 12:00			First-Year Algebra	
12:00 to 1:00		Noon Intermission	Third-Year Mathematics	
1:00 to 2:00				
2:00 to 3:30		Classroom Supervision divided between Grades and High School		
3:30 to 5:30	Teachers' Daily Reports — Permanent Records, Tabulation, etc. — Pupil's Conferences	Teachers' Meetings — Conferences — Study of Special Problems	Period — either Administration or Supervision, depending upon arrangements	
8:00 to 10:00	Checking with Janitor — Repairs, etc. Files, Records, Graphs, etc.		Administration and Supervision details that can be done independent of teachers and set aside for Saturday morning	
10:00 to 11:00		Review week's work — Preview of week to come		

2. Objectives and Techniques for the Elementary Grades

GENERAL OBJECTIVE 1: To improve the special subjects of art, health, literature, music, and penmanship.

Each teacher to follow activities as outlined for previous year. Develop new units in accordance with new materials made available.

A. Health Objective: A unified program to be developed in grades 1 to 12.

Physical activities suited to every child. Gymnastics, indoor and outdoor games, activities founded on health units.

Aims: Establishment of health habits and practices.

Units on food, clothing, exercise, playground, community health, sanitation, etc.

Texts: Supplementary readers based on health, 1-3, Red Cross Health Chores. Supplementary material made available from different sources.

The regularly adopted physical-education texts for grades 4 to 12.

Supervision: (a) visitation; (b) guidance in selecting suitable material, furnishing equipment, or helps in securing it; (c) individual and group conferences with five grade- and two high-school teachers.

B. Art Objectives: (a) Continuation of units of activity as outlined the year before. Postermaking, paper cutting, soap carving, clay modeling, coping-saw projects, picture study, etc. (b) Studies and projects in art appreciation texts, grades 1 to 6.

work; and in the high school, other than a well-developed athletic program, it amounted to some attempt at glee club and some interest in class plays, with a possible entry or two in declamatory and oratory contests when the school conference day arrived.

According to the outline, a special period was provided for both the elementary and the high-school grades. The five teachers in the grades were given the choice of their special interests, and each teacher was given the responsibility of developing her particular field through all the grades. This 45-minute period for one day a week in each room was in addition to the regular work offered in those subjects by the teacher in charge of that room. The additional period served as a means of unifying the subject material of that particular subject and to create new interests and activities.

In the high school, in addition to orientation clubs, a variety of clubs were organized in the fields of special interest to the pupils. From these developed a definite program in the second year, which developed more definitely in accordance with the aims as given in the outline.

Within two years, the following differences were definitely noted:

1. *Music* developed from very little interest to the definite teaching of the fundamentals in all the grades. A grade-school harmonica band; a primary toy rhythm band; a 25-member school orchestra; a girl's glee club; a town band; and private instructions in instrumental music for two full days, under private music instructors working in co-operation with the schools.

2. *Health and physical-education* interest developed from a purely competitive athletic interest, concentrated in the upper grades of the high school, to an interest that has been productive of a gratifying health and playground program.

All children in the grades are given constant help in checking health chores and practices; a monthly record of height and weight; and instruction in various indoor and outdoor games and gymnastic activities. A definite development of midget basketball—a game adapted to the children of grades 1 to 5—was developed.

In the high school, there is the same interest in indoor and outdoor activities. It has become possible for more pupils to participate in various activities. Basketball, softball, tennis, and track are definitely developed and are offered at a period when instruction is provided.

The interest of the pupils and the community has become sufficiently aroused to create a marked change on the playground. Very little equipment was evident, but constant effort over a two-year period resulted in providing teeter-totters, swings, parallel bars, a large concrete-inclosed sand box, as well as three tennis courts.

3. There are corresponding improvements in the *extracurricular activities* that might be considered of purely academic interest. Among the definite clubs developed are those in dramatics, public speaking, glee club, art, Latin, and Future Farmers of America.

Among those interests that have become a definite part of the regular school offering is office practice. Office practice developed out of a general commercial club into a class period to which are devoted two regular periods a week to the theory of office practice. Not less than one hour of office practice is provided daily throughout the entire week. This is now offered to postgraduate students and to advanced seniors. One-half unit is allowed for the work.

The Outstanding Achievement

Perhaps the most outstanding club development is that of a literary society. This organ-



IS FIREPROOFING WORTH WHILE?

The main corridor in the Phillips High-School Building, Georgetown, Ohio, after the fire on May 17, 1935. The damage was \$50,000. What would have been the loss of life if the classes had been in session?

ization is an outgrowth of all the other activities. The membership is compulsory and includes all the grades of the six-year high school, the postgraduate students, and the faculty members. The officers of this organization are elected by the student body, and the faculty members become program advisers and sponsors. The specific purpose of the organization is to make this an opportunity to recapitulate all the worth-while results of the extra- and intracurricular activities. Here, around core programs, are capitalized the finished products of the various club classes, as well as the outstanding floor talks of the regular classes. On alternate Fridays from two to four o'clock, both good performers and good listeners are developed. The public is invited, and many patrons avail themselves of the opportunity to see practical results of schoolwork.

The preceding brief description of some of the results noted under the extracurricular objectives set up in the outline is not and cannot be measured by any scientific procedure; yet, when a school and a community are positively affected, and when playground equipment materializes which benefits young and adult alike, it may be subjective evidence, but nevertheless convincing proof that definite and long-time planning has its place in supervisory planning.

4. *Supervised Study*. During the first year of the program teachers' meetings were devoted to group meetings of two kinds. In one group the grade teachers devoted their time to the study of the improvement of reading, language, and arithmetic. The other group was composed of the high-school teachers, who developed a supervised-study program for the high-school classes. Each group was conducted as a class, with sufficient textbooks and supplementary references to insure proper preparation for the meetings. Each group met once each week.

The supervised-study group will serve as an illustration of the nature of this work. The first

few meetings were devoted to a review of fundamental educational and class objectives, and to the learning and teaching processes. Each teacher was responsible for a report of the chapter or chapters assigned to him. After the assigned report had been given, the meeting was conducted on the discussion plan, each teacher having an opportunity to contribute his share to the program. It was the aim to cover the formal study during the first semester. During the second half of the year the group was assigned the study of general and specific study habits. Each teacher was asked to acquaint himself with the habits of study that were general to all schoolwork and to make a special study of those specific study habits that would apply to the subjects of his own department. In addition, all the pupils were supplied with briefs of general study habits. Each teacher was assigned a class, which met at certain hours, for the purpose of assisting pupils with their individual study programs, and to discuss general study habits. The teachers were not asked to make a formal report to the group.

Supervised study is now so well established that during the next year only a few meetings or a portion of some need be devoted to it. It is possible that a formal presentation of reports on general and specific study habits will serve as a stimulus to keep alive an interest in the further consideration of supervised study, while the main assignment may be either "unit development," "the assignment," or any other problem which the high-school group may choose.

5. *The Testing Program*. Not only were the tests named in the outline administered, but also others were added to the list. There are now on record two complete testings with the New Stanford Achievement Battery for grades 4 to 9. In addition, two sets of the Sones-Harry High School Achievement Tests were given to grades 10 to 13. Individual profiles were on record, together with graphs showing the relative standing of the classes tested during the first two years of the supervisory program.

In addition, because of the general interest created, teachers have shown an interest in carrying on a testing program of their own in the subjects which they teach. With the material now on hand relative to the intelligence and the general achievement of the pupils, the school is in a position to begin a definite testing program intended to improve the standing of classes and individuals. Weaknesses can now be definitely diagnosed and remedial measures undertaken.

As has been said, the outline has given definiteness and direction to the supervisory activities of the school. Its chief criticism is that the objectives were too extensive for a one-year program. It would be better if such an outline were considered a part of a long-time planning program and only a few of the objectives concentrated upon for the first year.

The attempt at curriculum building was too ambitious a project. Curriculum activities on the part of the superintendent and his teachers can well be confined to the development of units of classwork where unit textbooks are not in use, and to the modification of developed units where such modifications are necessary to meet certain specific local or class needs.

The Teacher

The American teachers constitute the Brain Trust of America because in their hands are placed the sons and daughters of all the people; because to them are entrusted for instruction and training, for guidance and inspiration, those who must, in every area of life, carry on the activities which at our best we shall leave unfinished. — Daniel A. Poling.

Types of School Administration in the North Central States — Eastern Section

Ernest C. Witham *

(Concluded from July)

The states in this group include Kentucky, Ohio, Indiana, Illinois, Michigan, and Wisconsin. While this area contains many outstanding local school systems, the fact remains that these states as a group are hampered by a cumbersome and archaic system of small school districts. There are not only many districts, but numerous kinds of districts, and multitudes of one-room schools. There are but six states that do not have state boards of education and three of them, namely, Illinois, Ohio, and Wisconsin, are in this group.¹

Kentucky

Keep your eyes on Kentucky! She has had an awakening—a rebirth of education. In 1933, this state had 7,627 school districts, school boards, and chairmen of school boards. There were 371 local school units made up as follows:

1 city of the first class
5 cities of the second class
9 cities of the third class
53 cities of the fourth class
183 independent graded-school districts
120 county districts

The counties were subdivided into over 7,000 districts. There were over 23,500 school officials in the state, and there were approximately 17,000 teachers, or about 1.4 school-board members per teacher.

A Few General Facts Regarding These States Is Given in the Following Table

State	Area	Rank	Population	Rank	Increase	Density	Per Capita Wealth	Counties
Ohio . . .	41,040	35	6,646,697	4	15.3	161.6	\$3,250	88
Indiana . . .	36,354	37	3,238,503	11	10.1	88.7	3,082	92
Illinois . . .	56,665	23	7,630,654	3	17.3	134.2	3,227	102
Michigan . . .	57,980	22	4,842,325	7	32.1	83.6	2,795	83
Wisconsin . . .	56,066	25	2,939,006	13	11.3	53.2	3,073	71
Kentucky . . .	40,598	36	2,614,589	17	8.6	64.7	1,536	120

Recent school legislation in Kentucky has been prodigious. What has brought about this change? One thing that has greatly aided this peaceful revolution has been the work of the Educational Commission. The report of the Kentucky Educational Commission, published in October, 1933, set forth clearly the conditions as they were at the time and made numerous recommendations, many of which have already been carried out. If all improvements suggested are fulfilled, the standing of the state in education will be advanced from near the bottom of the list of states to at least a place in the upper quarter of the states. There have been many state school surveys but the Kentucky study is different. It was a co-operative enterprise. While it is one of the best, it was not made by outside experts but rather by a group of Kentuckians. Shelton Phelps says in the foreword: "It was made by Kentuckians for Kentuckians, with the single purpose of offering suggested plans for making better educational conditions in Kentucky."

If one is interested in state school research and wants to find out how one state has co-ordinated all of its resources in a worth-while co-operative effort to further the schools of the state, they should delve into recent doings in Kentucky. Instead of sinking \$50,000 or

more in a survey by outsiders, there was a self-survey costing only \$13,000. The funds were donated as follows:

Kentucky Education Association	\$7,500
General Education Board	5,000
Kentucky Negro Education Association	500

There were nine members of the Commission, of which James H. Richmond, Superintendent of Public Instruction, was the chairman. The other eight members were as follows:

1. President of the Kentucky Congress of Parents and Teachers
2. President of the University of Kentucky
3. President of Western Kentucky State Teachers' College
4. Superintendent of schools in Middlesboro
5. Superintendent of Christian county schools
6. An attorney
7. A wholesale grocer
8. A former United States senator

Approximately 100 educators and laymen of Kentucky helped in the work of the Commission.

This co-operative undertaking has already begun to bear fruit. The report of the Commission did not appear until October, 1933, and yet the June, 1934, copy of *Kentucky School Laws* shows considerable evidence of new legislation which has been greatly influ-

These three officers have been members of this board by legislative enactment since 1838. For a short period late in the nineteenth century these three members selected two professional schoolmen to serve with them on the State Board of Education.

"The 1934 statute provides for a board made up of the superintendent of public instruction and seven lay members, appointed by the governor for four-year overlapping terms."

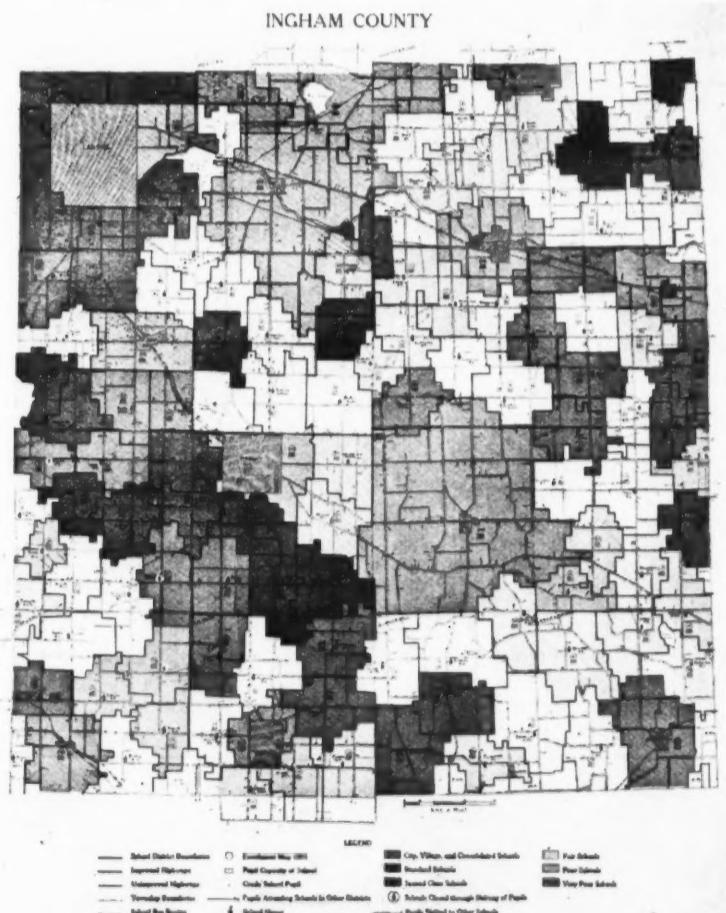
The 1934 statutes regarding school districts are too long to quote, but they were apparently planned to reduce the kinds of districts, and to very greatly reduce the number of school districts.

The Commission's report says that school attendance is very poor. The 1934 statute requires attendance for the full term for which the schools are in session and places the responsibility of parents and guardians in this matter.

There are also several new statutes regarding the school revenue which are an improvement over the old.

Michigan

Michigan has many kinds of school districts. The general school law says that, "every school district shall be organized and conducted as:



THE CRAZY-QUILT PATTERN OF SCHOOL DISTRICTS IN A SINGLE COUNTY OF MICHIGAN

Abandonment of these districts for a single county unit would result in vast economies and in higher educational standards. Unfortunately the one-color reproduction of the map does not make possible the indication of "poor" and "very poor" schools scattered over a prosperous county.

enced by the Commission's recommendations. Let us consider just a few instances. "The State Board of Education," says the Commission's report, "is an *ex officio* board composed of the superintendent of public instruction, the attorney general, and the secretary of state.

1. A primary school district; or
2. A graded school district; or
3. A township school district; or
4. A rural agricultural school district; or
5. A school district of the third class; or
6. A school district of the second class; or
7. A school district of the first class."

*Rutgers University, New Brunswick, N. J.

¹The other three states without state boards of education are Maine, Nebraska, and South Dakota.

The primary school districts are the most numerous. There are about 6,800 of them. The township board has authority to divide the township into as many primary districts as is thought advisable. The district board is made up of the moderator, the director, and the treasurer.

There are about 700 graded school districts. "Any school district containing more than seventy-five children between the ages of five and twenty years, and a total population of less than ten thousand, may, by a majority vote of the qualified voters present at any annual or special meeting, organize as a graded school district." There is a board of education in each of these districts, consisting of five members elected by the voters. If there are six or more teachers, a superintendent of schools is employed.

If the citizens of a township so desire, they may vote in favor of organizing the township into a single school district. This practice has not become general. So far only about 200 of the 1,219 townships in the state have brought about even this limited bit of consolidation. The board of education consists of five members, elected at large. One of the duties of this board is to employ a superintendent of schools.

"Three or more rural schools which have been or may hereafter be consolidated and in which the teaching of agriculture, manual training, and home economics shall or may be established as part of the regular courses of study, shall be known as rural agricultural schools, and shall be entitled to state aid for the maintenance thereof, if built, equipped, and managed as provided for in this act." They must have at least five acres of ground, if feasible; and a superintendent and two or more teachers. There are about 70 of these districts.

A school district having between 10,000 and 125,000 people is a district of the third class. Such districts have seven member boards of education, elected at large. There is a superintendent and sometimes a business manager.

Each city having between 125,000 and 500,000 inhabitants is constituted as a district of the second class. There are nine members on the board of education, elected at large. There is a superintendent and there may be a business manager in charge of purchases, contracts, and other business matters.

Places of more than 500,000 inhabitants are constituted districts of the first class. The board is made up of seven members, elected at large.

One may obtain some idea of the trend of district changes from the following table:

	1928	1929	1930
Number of school districts in the state	6,878	6,842	6,822
Number of ungraded school districts	6,087	6,038	5,998
Number of graded school districts	663	674	715
Number of city school districts ..	128	130	131
Number of township unit districts	199	205	203
Number of rural agricultural districts	38	68	71
Number of townships in the state	1,220	1,218	1,219

The state board of education consists of four members, one of whom is the superintendent of public instruction. The other three members are elected for six-year terms, one every biennial spring election.

The superintendent of public instruction has general supervision of instruction in all public schools, and in all state institutions that are educational, including the University of Michigan. His salary is \$6,000 a year. He may appoint a deputy superintendent and such assistants as he thinks necessary. He is *ex officio* a member of the board of regents of the University, as well as of the state board of agriculture.

There is a county commissioner of schools, elected every four years. He is concerned largely

with teachers' examinations and certification.

Rural School Organization in Michigan, by F. M. Thrun, was published in January, 1933, as one of the monographs of the "Michigan Local Government Series," by the Agricultural Experiment Station, Michigan State College, East Lansing. This contains a first-class appraisal of several typical counties. Ingham is one of the counties selected. In this county there is represented almost every type of school organization authorized by the statutes. There is one large city and several small cities and villages. There are 95 one-room schools in this county, of which 14 are standard schools (two omitted for lack of data), 22 are listed as second class, and 59 as poor. These ratings are not based upon the quality of instruction, but rather upon: (a) yards and outbuildings; (b) the schoolhouse; (c) furnishings and supplies.

The many districts are strikingly set forth on the map of the county, taken from the monograph by permission of the author.

Illinois

As we have already said, Illinois is one of the six states which does not have a state board of education. Dr. Frank P. Graves says that "Illinois, owing to its extreme theory of democracy and local initiative, has no less than eight state boards concerned with education — the board of trustees of the State University, the board for the normal schools, the board for vocational education, the teachers' examining board, the teachers' retirement board, the farmers' institute board, the teachers' reading circle board, and the pupils' reading circle board. The superintendent of public instruction is an *ex officio* member of each board and president or secretary of several."

The state superintendent of public instruction is elected by the voters quadrennially. He is obliged to "execute a bond in the penalty of \$25,000, payable to the people of the State of Illinois." Among his many duties besides being president or secretary of numerous boards, are the following:

1. To have supervision of the common and public schools.
2. To advise and assist county superintendents.
3. To be the legal adviser of school officers.
4. To hear and determine all controversies arising under the school laws of the state.
5. To grant certificates to teachers.
6. To report to the Governor the condition of the schools.
7. To require annual reports from the authorities of townships, cities, or districts, maintaining schools by authority of special charters.

Every county in the state elects quadrennially a county superintendent of schools. A \$12,000 bond is required of every county superintendent. There are no school lands for sale in the original and some other states; but in Illinois, like the other states in this region as well as in all of the western states, there are school lands that must be accounted for. David E. Felmley said, in the Illinois Survey of 1917 that:

Accordingly, to Illinois, as to other states of the Northwest territory, the sixteenth section was granted as school land, whose income was to be used perpetually to support the schools of the township. Illinois thus received a million acres and had the land been held to the present time, the income from the agricultural lands would probably average \$3,000 per township, between four and five millions in the aggregate; and the income from city lots would reach several times this sum. But in early Illinois few settlers wished to rent school lands. They desired to own their own farms. The settlers who did not care to buy the lands themselves were anxious that the lands should be sold and the money loaned in order that some income might be available at once for school purposes. Accordingly, we find of the million acres only six thousand eighty-eight acres left unsold, which yield an annual income of about \$700,000. The ten per cent of the land located in Cook County (Chicago) yields 96 per cent of the income. The 5,466 acres outside of Cook County, including a little city property, yield about five dollars per acre.

The county superintendent is required to keep three books

to be known and designated by the letters A, B, and C, for the following purposes: In book A he shall record at length all petitions presented to him for the sale of common school lands, the plots and certificates of valuation made by or under the direction of the trustees of schools, and the affidavits in relation to the same. In book B he shall keep an account of all sales of common school lands, including the date of sale, name of purchaser, description of land sold, and the selling price. In book C he shall keep a regular account of all moneys received or paid out; from whom received, on what account, showing whether it is principal or interest, the rate of interest, and description of the real estate taken as security; if paid out, to whom, when, and in what account. The amount of the list of sales, and the account of each township fund are to be kept separate.

Each congressional township is a school township; and all school business is transacted by three trustees, elected by the voters. The trustees divide the township into school districts "to suit the wishes or convenience of a majority of the inhabitants of the township." The trustees elect a treasurer, who is *ex officio* clerk of the board. He must not be a trustee or director.

"Any contiguous territory bounded by school-district lines may be organized into a community consolidated school district." Such districts are governed by boards of education.

Cubberley says, in *State School Administration* (1927), that "Illinois represents the merest beginnings of a township system, where a very mild form of township control has been placed over the district system. This state is divided into 102 counties, and these in turn into 1,882 townships. The people there elect 102 county superintendents of schools, 1,882 township treasurers, and a township school board of three members (5,646 in all), to help the district trustees manage the schools in approximately 12,000 school districts into which the state is divided. The boards of district-school directors, of three members each, still retain large powers and virtually control the schools. The township treasurer handles the moneys, and keeps the accounts of all districts in the township. The boards of school trustees for the townships elect the treasurer, and are largely a district boundary board, with a few other powers."

There are township high schools and community high schools. All territory within a county, not included in either a township high-school district, a community high-school district, or a district containing a recognized four-year high school, is organized into a nonhigh-school district for the purpose of levying a tax to pay the tuition of all eighth-grade graduates living therein who are attending high schools.

There are county normal schools in Illinois. "In each county adopting township organization, the board of supervisors, and in other counties the county court, may establish a county normal school for the purpose of fitting teachers for the common schools. The management and control of the said school shall be in a county board of education, consisting of not less than five nor more than eight persons, of which board the chairman of the board of supervisors, or the judge of the county court, as the case may be, and the county superintendent of schools, shall be *ex officio* members." Sometimes two or more counties unite for the purpose of establishing a normal school.

The largest group of school officers in Illinois are the school directors. They are found in all school districts having a population of fewer than one thousand inhabitants, and not governed by special acts. There are three members on the board of directors, one of whom is elected each year for three-year terms. This body is quite supreme in its own little bailiwick. A full list of its duties is too long to include in this short paper; but among them may be found the following:

- To provide the necessary revenue.
- To adopt and enforce rules and regulations for the control of the schools.

(Concluded on Page 77)

A Good Time Was NOT Had By All

New Doctrine for Monroe—XI

Brooke W. Hills

Just about four o'clock in the afternoon of that holiday commonly known as Armistice Day, Mr. Robert Towson strode down the steps which led from the main entrance of the Monroe high-school building, and turning to the left, walked briskly in the general direction of the business section of the town. More specifically, he headed directly toward that edifice which sheltered the plant and office of the *Monroe Item*.

The fact is, this gentleman was on his way to submit his version of the exercises which had just been completed in the high school, a report he had agreed to furnish the owner of the *Item*, the civic-souled Mr. Short, as soon as this program was concluded. Judging from the alacrity with which Mr. Towson covered the ground in his progress *Item-ward*, it might readily have appeared to the casual observer that he had an ardent desire to unburden himself of his findings without undue loss of time. Such, indeed, was the case; there was much which Mr. Towson wished to say, and say immediately.

It will be noticed by the careful reader of these chronicles that this is the first time we have mentioned Mr. Towson by name; the truth is, there has been no reason thus far for bringing him into the "pitiless publicity of the printed page," to quote one of the masterful inspirations of the sometimes alliterative Mr. Short. Without further ado we hasten to characterize Mr. Towson by saying that he was by occupation the manager and boss of the Central Garage; of particular interest to us is the fact that he was also a member of the Monroe Board of Education, having been placed there originally in one of those groundswells spasmodically occurring among the voters at school elections.

We may further qualify Mr. Towson by saying he would have been among the first to agree that he had no special qualifications for his presence on this board. Parenthetically we may remark that the same thing might be said of many other good citizens who suddenly find themselves holding down birch-mahogany armchairs at meetings held around near-mahogany tables; it may truthfully be said of these, that frequently they become some of the most valuable members, simply because an occasional individual in their ranks realizes his own limitations, and doesn't "bring to the board a wealth of valuable experience which augurs well for his usefulness in this important body," in this way setting a desirable example for others to copy. Incidentally a quotation, familiar enough, which, as every superintendent and many board members know, may represent a helpful—or a dangerous—influence.

No, Mr. Towson had no illusions concerning his own qualifications as an "Educational Father." As another kind of father, who did want his two children to get a better education than he himself possessed, he wanted to see good schools in Monroe. To assist in carrying out this reasonable ambition, he had permitted himself to be drawn into the campaign for school-board members, a candidacy enthusiastically endorsed by Editor Short, who, no matter what he may have privately believed, editorially was very much of the opinion that "this hard-headed, self-made business man is of the type representing the best citizenship." Mr. Towson yawned a little when he read this statement; but, like any other normal person in similar circumstances, didn't hold these kind words against their originator.

When he was approached by Mr. Short, Mr. Tibbs, and a number of lesser luminaries among the boys down at the firehouse, and advised that they wished to draft him into the service of Monroe's schools, Mr. Towson yawned again, and observed that it was a new experience to him to be drafted. So it was; Mr. Towson happened to be one of that considerable number of young men, who, years before, on the occasion of a somewhat more extensive campaign, had not waited for the turn of the governmental wheel; but with smothered remarks to the effect they'd be everlastingly ding-danged if they'd stand for *that*, had dropped their employment, and had hopped the first boat going across . . . there to stay until a number of matters of urgent current importance had been settled. Then, with what was left of their original number, Mr. Towson had returned as quietly to his native haunts as cheering delegations headed by speech-making mayors would permit, and resumed his everyday occupation of poking an inquisitive finger into differentials and timing gears.

Mr. Towson was an easy victor in the school election. He received the support of the local Chamber of Commerce on the ground that he

was educationally qualified by virtue of being a graduate of the College of Hard Knocks; this qualification went over big among the many good people in Monroe who prided themselves on diplomas from the same institution. The commuting element backed him heavily; one of these nabobs publicly sized him up by saying that "Towson may not be an intellectual giant, educationally speaking; but he knows enough about arithmetic to render honest bills, is up enough in English to speak the truth, and he found out from history that a lot of people have gotten into trouble by not knowing enough to keep their mouths shut when they don't know what it is all about." His fellow buddies were strictly for him, not only for the reasons just given, but because they remembered with happiness the answer this silent man had finally made to an unduly inquisitive female, who insisted on knowing what Mr. Towson considered the greatest hardship of war. His embarrassed, "Madam, I don't like to give away any military secrets; but the thing that got my goat and the other fellows' the most about war, was being obliged to get out of bed so darned early in the morning," brought him every vote of these other heckled young men, solely on the ground that anybody who was smart enough to think that up, was smart enough to be on a school board. . . . No wonder he was elected.

So much, then, for Mr. Towson for whom we admit a real fondness. . . . Fitness for the governing body of a school system? We've seen worse; we're living in a democracy, you know.

It has been stated that Mr. Towson had agreed to acquaint Mr. Short with the latest news from the high school, as reflected in the Armistice Day exercises. This arrangement had been consummated a few days before at the monthly meeting of the local Post; these meetings were held in the clubrooms of the South Monroe Hook and Ladder Company, and were regularly attended by Mr. Short in his editorial capacity. To this none-too-scrupulous news hawk, the willingness expressed by Mr. Towson to visit the school and see for himself what was going on, was not only so much meat and drink; it was actually so much "peaches and cream," to use the expression he coined on the spot. . . . Gosh, mused the tickled Short, this sure is going to be good. Towson's got a big following in town that'll listen to him; Towson'll get the low-down by himself about this fellow Hamilton, and see how he's just plumb wrecking the whole school. . . . It'll get Towson all the sorer to see Hamilton making a fool out of Armistice Day, the only holiday he ever has cared anything about; and that bunch who're trying to stick up for this would-be superintendent can't say it's *my* doings, when a board member who voted for him comes right out and says Hamilton is no good and a dangerous man. . . . Oh boy, oh boy, is this going to be good! . . .

With these and similar pleasant reflections, Mr. Short beguiled the hours of Armistice Day, waiting in happy impatience for the appearance of the hard-headed Mr. Towson. Early in the afternoon it occurred to him that the pleasure of this report should not be confined to himself, that he should give Tibbs and some of his other cronies a break, and let them sit in on the revelations. Mr. Tibbs and several others of the boys found his suggestion was "just the ticket," and shortly dropped around to the editorial rooms of the *Item*. In fact, even Janitor Atkins figured that his necessary errand downtown—"it's enough to wear a body's legs off, the way that feller keeps you on the jump, mornin', noon, and night, but it's all you can expect from a feller who doesn't know anything, anyhow"—well, the faithful Mr. Atkins found his errand could be postponed long enough for *him* to look in on the boys for a couple of minutes. Truly, this was a select gathering toward which the unconscious Mr. Towson turned his energetic steps.

"Here he comes now!" giggled the crafty Mr. Short as he glanced for the fiftieth time down the street. "Look at how he's hustling along; bet you he's in a hurry to get these latest goings-on off his chest. Golly, is this going to be good! . . . Hello, there, Brother Towson; come right in. Here we are, just a-waiting for you. Meeting's all ready to hear you speak your piece. Guess you aren't so sorry now I got you to go up to school, are you? Sit right down, and tell us all about it!"

Mr. Towson took the chair pushed forward by the eager editor. For a moment his glance roamed around the room; to Mr. Atkins, humped up on a high stool in the corner, it seemed to rest for an unusually long instant on himself—and for some reason, Mr. Atkins suddenly wished he had not come.

"No," said Mr. Towson, rather slowly. "No, I'm not sorry I went over to school this afternoon. Instead, I'm very glad I did, and I'm only sorry I haven't gone over there long before this. I would have known better what is going on."

"What did I tell you?" crowed Mr. Short, triumphantly. "Didn't take Brother Towson very long to find out what kind of a fellow this Hamilton is, did it! Well, come on and tell us what happened, and don't leave out anything. Bet you were good and surprised at what you saw!"

"Now, now Short! Don't be so anxious to get the bad news," chuckled one of his visitors. "How d'ye expect Towson *could* see anything? Must've been like looking through a fog, most likely, the way the kids were a-slinging the song books around the room!" With which original pleasantry the speaker, who delighted in his local reputation as bein' awful quick on the trigger and a reg'lar cut-up, modestly accepting the admiring glances of his friends, subsided in favor of their envoy.

"Yes," said Towson in the same deliberate way. "I certainly *was* surprised at what I saw, and I came over here just as quick as I could to tell you all about it."

It is perfectly true that Mr. Towson was surprised at what he saw at the Armistice Day exercises, especially so in view of the uneasy doubts which had been troubling him these last few weeks about the conduct of affairs at the high school. But it is a good deal more than perfectly true that Mr. Short and the other members of the assembled party were absolutely dumbfounded at what they heard for the next few minutes. For Mr. Towson, still speaking slowly and with care, did proceed to tell his audience all about these same exercises, and exactly what his impressions were. To use a popular term, his verdict was in the nature of an extremely thoroughgoing upset. Or, to quote the erudite Mr. Atkins, the report of Mr. Towson "just completely kerflummoxed the whole bunch of us."

The report . . . that he had heard a lot of gossip about the things going on at school ever since Hamilton had been elected; that he had planned to go over there to see for himself what there might be in these stories, even before Short had suggested the visit. . . . He had taken a seat in the rear of the auditorium; the room was rather dark inside, the way a church is, and very still. . . . Pretty soon in came the school; they didn't march, they just quietly walked in and sat down like grown people do; while they were coming in, Benkert and Perry of the school board, and Father Dooling of the Church of the Blessed Redeemer, and Hamilton, and a couple of senior boys came through the side entrance and took seats on the platform. . . . Somehow it was mighty impressive to see those middle-aged men and boys together. . . .

"Probably figured they *needed* a couple of board members to handle the big doings, since Hamilton can't!" volunteered the anointed life-of-the-party. "'S a wonder they didn't snake the Chief of Police up there too, to help them out a bit!" Paying no attention to this interruption, for Towson seemed to be very much in earnest about something,

. . . That the school had sung a hymn he'd heard in church, called, "For All the Saints," and the words just seemed to fit the occasion . . . and then Hamilton had read from the Bible, the place where it begins with a question about some people who are arrayed in white robes, and who are they? . . . And next, a young fellow they said was a friend of Hamilton's from out of town, came up in front; and, gentlemen, I want to tell you he had about the most beautiful voice I ever heard. He sang a song, called . . . let's see . . . oh, yes; here it is . . . a song called "There is No Death." . . . And then one of the senior boys got up and spoke a piece, part of which he had written himself and part of it written by a man named Bruce Barton, about the three unknown soldiers at Arlington. . . .

Mr. Towson cleared his throat; he seemed to be having a little trouble with a huskiness that crept into it as he told his story. Then, with a reminiscent smile,

"They had a notice on the program asking people not to applaud. Yet, in spite of this, Benkert was so carried away by the way that boy spoke, he started to clap his hands when he was through; but then, realizing what he was doing, he stopped quicker than a wink, and looked almost ashamed, for there was the whole school, and he was the only person in the room who'd forgotten. . . . Somehow, even this mistake seemed to make the speech mean more."

. . . That the other senior boy had then walked to the front of the platform and had said something about it's being approximately three o'clock, and that the Hour of Remembrance had arrived. "The children put their heads down without another word being said, and there was the two-minute silence, the longest two minutes I ever saw in my life. It was so quiet it fairly *hurt*! Then, off in the distance, one of

the scholars played 'Taps' on a bugle." . . . Gray-haired old Father Dooling gave the Benediction. . . . That was all; the school went out and five minutes afterward they were on their way home. . . .

"I didn't stop to say anything to Mr. Hamilton, for he seemed to be busy in the hall with a lot of people, but I did speak to four or five of the boys who were coming out of the side entrance.

"Do you know, boys, I think those were the most impressive exercises I've ever seen? I didn't suppose a school could do things like that."

"And they looked sort of surprised, and one of them finally says,

"Say, Mister, stick around here a little while and you'll see some more things you like! Don't you know this school knows how to do things O. K.?"

"And so," concluded Towson, "I hustled right up here to tell you what happened. It's too bad, Short, you couldn't have been there yourself, for you'd have agreed with me that this program was one of the finest things that ever took place in Monroe." . . .

If Mr. Towson had hoped his enthusiastic account of his visit at the school would produce any effect on his audience, other than to deepen their already intense dislike for Hamilton and all his ideas and actions, he was very much mistaken. This man of the everyday world had been greatly touched by the simplicity and sincerity of an hour, devoted to a cause and memories, which, deep down in his unimaginative heart, he held very dearly. Again, it is true that those who may be most in doubt, when once their minds are convinced, oftentimes become the most anxious to set others straight. So it was with Towson. He realized perfectly the antagonism felt by Short and his satellites toward Hamilton; but, at the same time, in his own straightforward way, he could see no reason why these men about him, if at all fair-minded, should not express their own satisfaction at his favorable account, and at least give to the object of their hatred the credit due for a worthy enterprise, finely conceived and as finely carried out.

Fair enough. Fair enough for square-shooters like Towson or any other reasonable person — but altogether too fair, too impossibly fair for this disappointed, uncomprehending group of embittered incompetents . . . this group which had opposed, belittled, and undermined Hamilton at every opportunity from the first; this chapter of that unscrupulous, malignant brotherhood, which, as most schoolmen know, has other chapters, dormant or otherwise, in many and many another Monroe. . . .

Too fair, indeed, for the not-so-clever-after-all Short and his associates who had come to rejoice over another old wife's tale; and, instead, had been bidden to be honestly happy for an opportunity to give up their prejudices, to change their minds in favor of a person they had sought to injure. . . . Why, confound it, Short had actually *helped* Hamilton instead of showing him up through this scheme of his. . . .

"Do you mean to tell me," snarled the surprised editor, "that you've gone and let yourself be made a sucker by this smart Aleck?"

"I realize darned well right now I've pretty near been made a sucker of for quite a while, lately," replied Towson, "but not by Hamilton."

"See here, Short!" earnestly continued the ex-service man; "why don't you fellows give Hamilton and the teachers a chance to get the school straightened out? If you really care anything about the kids, if you want the kind of schools here that people can point to with pride, the kind that'll help make this a better town to live in, why not boost things once in a while instead of knocking all the time? Nobody's asking you to turn around and start printing stuff about how wonderful Hamilton is and what a good job he's doing. Why don't you just leave him alone and tell things the way they really happen?"

"Bologney!" inelegantly snorted Short. "And you're telling me, Bob Towson!"

"I certainly am, if you put it that way," Towson answered. "I've not forgotten, either, that you fellows helped back me for the board in the first place. Get me straight: I'm willing to play ball with you or anyone else, if you'll only be halfway decent about things, and you know that darned well, too."

And in another effort to bring this group into a frame of mind where they might look at matters in a reasonable way. . . . "Why, Short, if you had been at the school today, yourself, your whole attitude would have changed. Your whole picture of conditions there, your entire map" . . .

Mr. Short was altogether too disgusted to talk or even listen further; he felt properly that some way or other, he had managed to make a monumental fool of himself, again. What was worse, he had achieved this renewed triumph in front of a group which looked to him for smart leadership, a fickle outfit which would jeer as loudly tomorrow as it might cheer today. He was entirely too angry to follow Towson's argument; if this renegade ambassador went away and never came back, that date of return would be much too soon to suit him.

But most decidedly he was not too disgusted nor too irritated to fail to catch one word used by the man opposite him, and that was the word "*map*."

"What was that you just said about maps?" hastily interrupted the perturbed Mr. Short in a return to the realities of the immediate present.

"I said your whole map would have been changed if you had gone over to school today," replied Towson, all unconscious of the effect this innocent term was having on the agitated scribe. "The next time I go there, I think I should take you along with me. You'd be surprised at what they showed they can do; why, today you'd have seen" . . .

But this whole-hearted invitation was one that Mr. Short had no intention whatever of accepting. Mr. Short was of the opinion he did not care to appear at any surprise parties, now or hereafter, and very particularly those which might in any way be sponsored by the mastermind of the artful Mr. Smith B. Hamilton; instead, he could stay at home and make a mighty good guess at what they could do at the school, and so avoid the risk of suddenly becoming the center of attraction at one of these functions. Further, he didn't care to hear what he might have seen had he made this trip, although he had a distinct idea that one was likely to see stars during this process of the alteration of maps. No, Mr. Short was entirely out of line with Mr. Towson's suggestion. While, from the enthusiastic description to which he had half listened and the equally enthusiastic predictions to which he had given painful attention, it appeared he had missed something unusual that afternoon, Mr. Short had no complaint to make in that regard; on the contrary, he considered himself singularly fortunate to have missed this little something on account of his absence from the exercises.

Why, thought he; why that infernal Hamilton most likely had a bigger bunch than ever of plug-uglies hanging around the high school today, seeing it's a holiday and they haven't anything else to do. . . . Wild thoughts, crowding their way through his alarmed mind, shook it to its editorial foundations; history might repeat itself . . . what was that speech he had to learn in school, once? . . . "Caesar had his Brutus; Charles the First his Cromwell" . . . why, if things kept up like this it might develop that folks would say, "Short had his Hamilton."

Hardly an hour in the day passed that did not bring with it terrifying recollections of recent events, all of them connected with maps. . . . That iron-fisted well driller from Irish Hill who had first proposed these personal facial alterations; that dreadful behemoth, Endleton, who thought nothing of picking up holy terrors weighing a couple of hundred pounds and standing them on their heads in front of a crowd, and never missing a single word of his speech while doing it; and now here was the unsolicited tribute of this muscular pugilist, Blank, who had almost knocked the editor down on Main Street just the night before with a tremendous slap on the shoulder and a bellowed guffaw, "Hey, Short! Got to hand it to those new fellers at school. The little devil offered to chuck me out o' the window! Gosh, what a nerve they've got!" . . . Every day added a new name to the rapidly growing list

of those who regarded his own lineaments with the speculative glances of an architect contemplating an extra big reconstruction job. . . . Thank the Lord, Towson was reaching for his hat. . . .

The gentleman who had brought all this confusion into the office of the *Item* said little more just then, but went back to his garage, merely reminding the assembled company in parting of the old saying that wise men often change their minds, but another kind of people don't, and to think it over. Mr. Atkins, turning over in his janitorial consciousness the affairs of the last tumultuous half hour, forgot all about the errand that had taken him away from school, tuckered almost to death as he was, before he could even get around to get the afternoon's sweeping done; instead, he hurried down the street to compare notes with Jackson R. Tyrone, and convey to him the startling information that Towson had skidded badly from the stern path of duty, and from now on it would be a rattlin' good idea to keep an eye closely peeled on him. Mr. Short bade a troubled farewell to the rest of the group; and calling it a day, and a pretty rotten day, at that — we quote his unofficial remarks — staggered home by the back way.

Following are the net results of this Armistice Day in Monroe, so far as we are concerned: (1) Mr. Robert Towson had definitely reached the conclusion that Mr. Smith B. Hamilton and his faculty were exactly on the right track, and that hereafter he would be very much *for* the new superintendent — an opinion endorsed by Messrs. Benkert and Perry of the board, who had been very glad to see their compatriot in his seat at the rear of the auditorium. (2) Mr. Short and Company were more than ever of the opinion that matters had gone far enough; that it was high time this dangerous man should be removed from the schools and the town, lest any more damage, to themselves or the public welfare, might be done. (3) Mr. Smith B. Hamilton, in total ignorance of this session in the office of the *Item*, went blissfully home; and having privately told his wife that "those exercises certainly went across today," put on another and a personal celebration in honor of a good job well done, by taking her into the city for dinner and a show, and never getting home until one o'clock. . . . Happy! Why? . . . Happy, because he was the type of schoolman who *feels school activities in the spirit of a child*. . . . Because there was no one present at the exercises that day who felt their significance more than he. . . . Happy, that he had seen once again a demonstration that children will always rise to the heights . . . *if only they are given a chance!*

There was another meeting in Monroe that same evening . . . Mr. Towson was not present, nor was he invited. . . . With the assistance of Mr. Jackson R. Tyrone, those present got off a little letter of inquiry about a new Monroe teacher named Peter Barron . . . a letter to a town called Blackburg, where Barron had resigned under circumstances that might bear a quiet little investigation. This Barron, who was hooked up so tight with Hamilton. . . .

(To be continued)

School-Building Cleaning and Sanitation

Leonard A. Clark¹

Perhaps there is no phase of public-school administration that seems simpler and yet presents more difficult and perplexing problems, than the school-plant maintenance and janitor-engineer service. There are three principal reasons why this is true. They are as follows:

1. The great majority of public-school executives are not adequately trained to supervise this department.
2. Few janitor-engineers are properly trained for their work.
3. There is a lack of definite standards of janitor-engineer service.

All too often the importance of the janitor-engineer service is underestimated by patrons, school executives, and school boards. Money is spent freely for the educational program and extracurricular activities, but very stintingly for the janitor-engineer service. While it is true that the educational program of the school should occupy first place in planning and budgeting, it must not be forgotten that this

program cannot function to the best advantage unless the other departments are also functioning properly. The environment in which the work of the school is carried on, has a greater influence upon the school product than most people suppose. Perhaps it will never be known, with a high degree of certainty, just what effect poorly ventilated classrooms and unsightly toilets, for example, have upon the learning process. We do know, however, that such conditions are detrimental to the physical and moral health of school children. Moreover, since the physical environment, in which our children live during school hours, is largely the result of the janitor-engineer service of the school, it behoves all administrators of school systems, to take cognizance of these facts. Are the schoolrooms well ventilated, properly heated, and attractively decorated? Do the children sit in comfortable seats, of the correct size, and properly adjusted? Are the rooms properly lighted? If these, and many other conditions that could be mentioned, do not prevail,

then an investigation is essential, in order that the causes may be determined and the proper remedies applied.

Obviously, in a discussion of this kind, it would be impossible to treat all phases of the janitor-engineer service. It is the writer's purpose, therefore, to limit this discussion to the cleaning and sanitation phases of janitor-engineer service. Judging from the number of inquiries the writer has had, principally from young superintendents but also from several more experienced men, a discussion of this kind should be both helpful and timely.

Preventing Dirt from Getting into the Building

"An ounce of prevention is worth a pound of cure," is a principle well worth considering in this connection. I will venture the assertion, that in many instances, a fourth of the cleaning that is done could have been rendered unnecessary by a little forethought and effort in keeping dirt out of the building. The following

¹Superintendent of Schools, Alta, Iowa.

are indicative of what can be done to keep dust and dirt out of the building.

1. Have the school grounds surfaced with asphalt or well filled in with clean gravel. Have a program of systematic maintenance of the grounds in order that worn spots around playground apparatus and on the paths leading from the apparatus to the building may be kept free from mudholes.

2. Keep the walks clean. Grit on the hard surface of sidewalks becomes embedded in the soles of shoes and is not easily removed by scrapers and doormats. Floor brushes, with the bristle worn down so as to render them useless for sweeping, make satisfactory equipment for this purpose, although corn brooms are usually better. The walks leading to the building should be swept after every entrance of children into the building from the playgrounds, especially during wet weather, and at least once daily at all other times, except perhaps during the winter months when the children wear rubbers and overshoes, which should be removed at the door.

3. Scrapers and mats should be provided at all entrances. Steel mats placed outside the door are very efficient in removing dirt from the soles of shoes, but will not reach that which may be on the uppers or lodged in front of the heel. Corn brooms and scrapers should be provided for this purpose. Doormats should be conveniently placed inside the doors for the pupils to wipe their feet on. For this purpose the rope style of mat is superior to the close-woven cocoa mats, as they are easier to keep clean.

4. All entrances should be supervised. A few minutes spent in supervising the cleaning of shoes may save hours of labor. Rubbers and overshoes should be removed at the door and carried to the rooms. Under no circumstances should these articles of wearing apparel, or other articles, such as lunch baskets, umbrellas, etc., be left in the corridors, because of the serious inconvenience caused the janitors in sweeping and cleaning. Lockers for the high school, and a convenient place in the cloakroom of each elementary-school room, should be provided for this purpose. Wardrobes with sliding doors where the children may deposit their wraps, lunch baskets, umbrellas, etc., are best. After closing the doors of these wardrobes the appearance of the rooms is not affected, and at the same time, they are under the supervision of the teacher.

5. Prevent dust from entering the building so far as possible. Windows should be caulked and weather-stripped to prevent dust from entering around the windows. A great deal of dust finds its way into the rooms through the ventilation system. Where a central system is in use, much of this can be prevented by an air washer or filter in the air passage to the fan room. Most unit systems are equipped with air filters, which should be changed before they become clogged with dirt if good results are expected. It is essential that as much as possible of this dust and dirt be trapped before it enters the room to be inhaled by the children or settle on the furniture.

In spite of all these precautions much dust and dirt finds its way into the school building. In the discussion which follows, cleaning will be treated under the following categories: Floors, woodwork and furniture, blackboards and erasers; walls, toilets and washrooms, locker and shower rooms, miscellaneous cleaning jobs.

Cleaning Floors

A thoroughly satisfactory discussion of the cleaning of floors is rendered exceedingly complicated by the multiplicity of materials used in floor construction, and again by a much greater multiplicity of methods of treating and maintaining these floors. Since the majority of

THE COMMON DUTY

Not everyone is called to be a lawyer, a physician, a philosopher, to live in the public eye, nor has everyone outstanding gifts of natural capacity, but all of us are created for the life of social duty, all are responsible for the personal influence which goes forth from us.

—Vittorino da Feltre.

floors in school buildings are constructed of wood, terrazzo, concrete, tile, or mastic, the suggestions which follow will be largely confined to floors constructed from these materials.

In general all floors should be treated with a filler to close and fill the pores of the material, thereby preserving it by rendering it impervious to water or other liquids, and putting it in better condition to receive a dressing. The filler and dressing should be suited to the flooring material, and to the wear to which it is to be subjected. An ideal dressing is one that gives the floor a bright, glossy appearance and is hard enough to withstand wear. It should not be slippery because of the hazard thereby produced. Dressings that are easily marred by use, giving the floor a dingy appearance, are not desirable. A dressing that is soft, permitting dirt to be easily ground into it, is not ideal. Judged by these standards, floor oils are not ideal for floor maintenance. It is the writer's experience that ordinary floor oils, no matter how light or carefully refined, have a tendency to darken wood floors. In addition to this, floor oils usually do not form a hard protective coat. Most floor varnishes, while hard and quite durable, become scratched with hard use, producing an unsightly appearance, and for this reason are not desirable, especially on floors where there is much traffic. Plain wax, when polished, makes a good dressing but is very slippery, and under heavy traffic does not wear well. There are several products on the market that contain both wax and waterproof varnish. These products take a polish similar to wax, are not slippery, and have good wearing qualities. These products are made for many types of floors and appear to be giving very good satisfaction.

Scrubbing. Obviously, where floors are treated in the manner described above, scrubbing is reduced to a minimum. Numerous practices are in vogue, but a general rule seems to be that so long as floors remain bright and clean-looking, scrubbing is unnecessary. An occasional mopping with lukewarm water, to which has been added a small quantity of a neutral cleaner and a few ounces of a good, odorless disinfectant is sufficient to keep the floors in a clean, sanitary condition. When floors become darkened, however, a thorough scrubbing is advisable. The best time to do this is at the close of the school year and again during the Christmas and Easter vacations. Care must be taken not to use too much water, especially on wood floors, as the water will work down through the joints of the floors, causing decay and shortening the life of the floor. Great care must be exercised, too, in the selection of cleaners to be used for this purpose. Powerful cleaners, containing much free acid or caustic materials, should be used with great caution, and on certain types of floors not at all. The writer has seen several tile floors practically ruined by the use of such cleaners. If such cleaners must be used, a second mopping with a neutral linseed-oil soap should follow, in order that the acid or alkali remaining in the pores of the floor be neutralized. Following a thorough scrubbing of this kind, the floors will need a coat of filler before adding the new coat of floor dressing. If floors have been properly treated and polished, little

scrubbing will be required. On the other hand, cheap floor oils and a poor grade of floor wax make rather frequent scrubbing necessary. In the long run it will usually pay to spend a little more money and get a high-grade dressing.

Sweeping and mopping. The daily cleaning of floors that have been properly treated and finished is a relatively simple matter. Where a central vacuum cleaner has been installed in the building, it of course furnishes the most desirable method for the daily cleaning and dusting of floors, school furniture, erasers, and the like.

1. Corridors should be wiped or swept following every entrance of pupils to the building. In the elementary-grade buildings this would be four times daily, while in junior- or senior-high-school buildings there would be two such periods. If all corridors are kept clean, in this manner, there will be less tracking in of dirt upon the classroom floors. Floor mops, about three feet wide, which have been moistened with cedar oil or a little of the dressing used on the floors are very suitable for this purpose. Some janitors prefer to treat the mop heads with a linseed-oil and turpentine solution (85 per cent linseed oil and 15 per cent turpentine). When treated by this latter method, the mops should be hung up for two or three weeks or until the strands feel dry. Either method will give satisfactory results. As soon as all the children have entered the rooms the janitors should go over the corridors with the mops. For best results, the mop heads should be combed out once each week to straighten out the matted strands and remove the dirt accumulation. The mop heads should be changed five or six times during the course of the school year, the frequency depending on the quality of the mop heads and the amount of mopping done with them.

2. Sweeping compound should not be used, except on very rough or oil-stained floors. The oil that is present in most sweeping compounds will leave oil spots on the floors and eventually darken them. Polished floors are electrically charged and hold the dust down without the aid of moistened substances. The use of sweeping compound slows up the sweeping process by getting into corners and around the legs of schoolroom furniture.

3. All classrooms should be swept or wiped with floor mops daily, preferably at the close of the day. Floor mops are slowly replacing floor brushes because they do not raise so much dust, and do the work in a shorter time. The width of the mop used should be such that it passes easily between the legs of the desks. If pedestal or movable desks are in use, the width of the mop is not an important consideration. Certain laboratories, such as chemistry and home economics, may require more frequent mopping. If several classes use these laboratories within the course of the day, at least two cleanings may be desirable.

4. Gymnasiums and playrooms should be mopped every day that these rooms are in use. If dust is allowed to accumulate in these rooms, it is soon set in motion by the activities of the pupils and becomes a serious menace to health. There are few obstructions in rooms of this type so that the large-sized floor mops previously described can be used to advantage.

5. Floors of washrooms and toilets should be made of tile or other hard, nonabsorbing material. These floors should be wiped with mops at least once daily, and more often if necessary to keep them clean and sanitary. It will usually be advisable to wipe the floors around lavatories and urinals following each recess period. If a cleaner is used in the water, great care should be exercised that the floor is not injured thereby. If there is any doubt as to the character of the cleaner, it should be tested, using any of the standard tests for free acid or alkali.

(Continued on Page 75)

Contributions of the Courts to the Cause of School Administration—III

When is a State System of Schools “General”, “Uniform”, and “Equally Open to All”?

Clarence E. Ackley

Purpose of This Article

The states look to their legislatures for the establishment of common schools. It is not a federal obligation. It is not a local obligation. It is a duty of the state; a duty to exercise an inherent authority. This authority was not derived from the Federal Government, for the Federal Government has no authority except that delegated by the states. Neither was this authority derived from the state constitution, for a state constitution does not confer power on its legislature but restricts legislative power.¹

Our first schools were local enterprises. The first school districts in America were purely sporadic in their origin, very indefinite in their boundaries, thoroughly local in their interests, temporary in their form of organization, and with no status or recognition beyond their own boundaries.²

As the wisdom and necessity of state control of education grew, it seemed obvious that this control should be vested in the legislative branch of state government.³ Since the people, however, were unwilling to surrender to their legislatures a complete and unrestrained control of their schools, they reserved to themselves certain rights pertaining to them. These reservations were made in the form of specifications written into the state constitutions. It is the purpose of this article to examine three of the most important constitutional specifications regarding the establishment of state school systems. To do so will require a presentation of the restrictions written into the constitutions and a summarization of court decisions applying and interpreting these restrictions.

Restrictions on Characteristics of the School System the Legislature May Establish

Bearing in mind, then, the fact that a legislature may enact any type of legislation not forbidden by a constitutional restriction, we are compelled to examine constitutional specifications with special care. We are to look for prohibitions and restrictions, not for permissions. Moreover, we must remember that no words of a constitution can compel a legislature to act. Therefore, such a constitutional mandate as, “The legislature shall establish a system of schools,” has no vital significance. The reasons are very simple, namely: (1) Such a mandate does not convey to the legislature any authority that body does not already possess.⁴ (2) It cannot compel the legislature to do the thing suggested; the legislature can simply ignore the command—do nothing about it; and legislative history shows that scores of times legislatures have very complacently ignored just such mandates. (3) In the third place, and most important of all, such a mandate lacks the most essential characteristic of a constitutional specification: for it does not limit or restrict the legislature as to how it may act if it chooses to take any action.

Inasmuch as the words “general,” “uniform,”

¹These principles were presented in some detail in the first article of this series, “The Control of Public Education,” AMERICAN SCHOOL BOARD JOURNAL, June, 1935, pp. 15–17. See also Clarence E. Ackley, “Constitutional Limitations on Legislation for the Common Schools.” Unpublished doctoral dissertation, University of Pittsburgh, 1933.

²“The Corporate Nature of School Districts,” AMERICAN SCHOOL BOARD JOURNAL, August, 1935, pp. 18–20; 58.

³See article cited in note 1, *ante*.

⁴Associated Schools etc. v. Renville Co. School Dist. No. 83, 122 Minn. 254 (1913); Craig Co. School Dist. 62 v. Craig Co. School Dist. 17, 287 P. (Okla.) 1035 (1930).

and “equally open to all” are restrictive, there is real significance in a constitutional mandate that “The legislature shall establish a *general* and *uniform* system of schools which shall be *equally open to all*.” To be sure, this mandate does not convey any *authority* to the legislature, and it does not *compel* the legislature to establish any schools at all; but if the legislature does undertake to establish a system of schools, the system must meet the enumerated requirements — must be “general,” “uniform,” and “equally open to all.”

From Table V it will be seen that 27 of the

table it is shown that the requirements “general” and “equally open to all” made their first appearance simultaneously, being found in the 1816 constitution of Indiana, Article IX, section 2. Not until 1848, with the constitution of Wisconsin, did any constitution contain the provision that the state system of schools should be “uniform.” Since that date, 28 different constitutions of 24 different states have contained this provision, and 20 of them still retain it.⁵ The only states which have dropped it meanwhile are Maryland, South Carolina, Texas, and Virginia.

COURT INTERPRETATIONS

I. What Is a General System of Common Schools?

The term “general system” appearing in constitutional specifications for the establishment of a state system of common schools is usually found joined with the words “and uniform,” as in Arizona, Indiana, Minnesota, Montana, Nevada, North Carolina, South Dakota, and Washington.⁶ The following case from Delaware is very valuable, therefore, since the judges in this instance dissociate the two terms and render a clear definition of the term “general system.” The evidence in this case shows that, at the time of the adoption of the constitution, Wilmington, Dover, Georgetown, and practically every other town in the state had a special legislative act dealing with the subject of education therein. The 1919 session of the legislature enacted chapter 157, vol. 30, Laws of Delaware, 352, known as the school code, pursuant to the provisions of the constitution of 1897.⁷ Controversy arose regarding the constitutionality of the act, in that it seemed to destroy local government by trying to destroy the local authority heretofore exercised by such cities as Dover, Georgetown, and others. On request of the governor of the state, the chancellor and judges of the State of Delaware delivered an opinion on September 17, 1919. In this opinion are found these words:

The Act in question was passed pursuant to the mandate contained in section 1 of Article X of the constitution. To be constitutional it must have been general. To be general it must provide for free public schools for all of the children of the state. A general law providing for the establishment and maintenance of a system, uniform or otherwise, of free public schools and made applicable to every school district, town, or city, incorporated or otherwise, without the consent and even against the will of such school district, town, or city would if properly enacted, be a valid exercise of this constitutional mandate. Such an Act would overrule and annul the provisions relating to free public schools contained in acts relating to school districts, incorporated and unincorporated, and to incorporated Boards of Education. Such bodies whether incorporated or not are mere agencies of the State for executing the governmental function of providing free schools. . . . Therefore, the State . . . can at any time choose new agencies to carry out this public purpose.⁸

To the same effect are the words of Judge Lindsay in a Kentucky case. Although the constitution of Kentucky does not directly specify a general system of common schools, the court has shown clearly the necessary implication that the system should be general, as that term is defined in the Delaware case. Under an

States	General	Uniform	Equally Open to All
	A	B	C
Arizona	11:1	11:1	11:6
Arkansas	14:1		
Colorado		9:2	
Connecticut			8:2
Delaware	10:1		
Florida		12:1	
Georgia		8:1:1	
Idaho	9:1	9:1	
Indiana	8:1	8:1	8:1
Kansas		6:2	
Minnesota	2:1	8:1	
Mississippi		201	
Montana	11:1	11:1	
Nevada	11:2	11:2	
New Jersey			4:7:6
New Mexico		12:1	12:1
New York			9:1
North Carolina	9:2	9:2	
North Dakota		148	154
Oregon		8:3	
Pennsylvania			10:1
South Dakota	8:1	8:1	8:1:3
Utah		10:1	10:1
Virginia			135
Washington	9:2	9:2	9:1
Wisconsin		10:3	
Wyoming		7:1	
Totals	27	11	20
			12

Read table thus: Arkansas Constitution Article XIV, sec. 1 (14:1) specifies that the legislature shall establish a “general” system of public schools.

state constitutions now in force contain one or more of these three restrictions on the characteristics that must be possessed by the school systems of these states. The constitutions of Arizona, Indiana, South Dakota, and Washington carry all three of these restrictions. Eleven specify that the system shall be general. Twenty specify that it shall be uniform. Twelve specify that the schools shall be equally open to all. Twelve of the 20 which require uniformity combine this requirement with either or both of the other requirements.

The wording of the “equally open” provision varies somewhat in different states. In the constitutions of Connecticut, New Jersey, North Dakota, and Virginia it is worded, “for the equal benefit of all.” In the constitutions of New York and Pennsylvania it is “wherein all the children of this state may be educated.” In Washington it reads “without distinction or preference.”

Table VI presents the chronological sequence in which these requirements made their appearance in the constitutions. In the building of this table all of the 133 state constitutions adopted from 1776 to 1935 were examined.⁵ By this

⁵See Clarence E. Ackley, *Organic Acts Controlling Legislation for the Common Schools*, Table XI. A 3-volume Typescript. Pittsburgh, 1935.

⁶Table VI, B, and Table V, B.

⁷See Table V, B and A.

⁸See Tab'e V, A, re Delaware.

⁹In re School Code of 1919, 7 Boyce (Del.) 406, 108 A. 39 (1919).

act of the legislature on March 12, 1872, a part of the state appropriation for Lewis county, Kentucky, had been paid to the Vanceburg Male and Female Academy, which private institution was to take charge of the common school for District 18 of that county. In declaring the legislation unconstitutional, Judge Lindsay said:

If the unauthorized action of Halbert can be ratified, and the school money due to a district in Lewis County turned over to him and his employees, instead of being paid out to those entitled to it under the general law, the same thing can be done in every district in the State, and the system of common schools practically destroyed.¹⁰

But in a case before the Supreme Court of Indiana the term is still more clearly and tersely defined:

Under our constitution our common school system must be general. That is, it must extend over and embrace every portion of the State.¹¹

It must have been a realization of the vital importance of the principles of government implied in these three cases that caused 42 of the states to incorporate in their constitutions one provision or more against local and special legislation pertaining to establishment and control of common schools.¹² The Supreme Court of Alabama has said:

There is nothing in the National Constitution which prevents a state legislature from enacting local laws, different in their provisions from the general code of laws for the State, and operating only in certain limited territorial districts.¹³

Case after case appears in which the various state courts have held that it is within the province of the state legislature to reorganize and thoroughly control the local units of government, inasmuch as each local unit is held to have been created, in the first instance by the authority of the legislature.¹⁴ This principle applies with special force to school districts, for the state never entirely surrenders control of them. They are merely convenient administrative subdivisions of the state.¹⁵ Therefore, in a very important Michigan case, it was held that a home rule law, applicable to the city government, could not alter the state's general plan of control of the schools:

Education belongs to the state. It is no part of the local self-government inherent in the township or municipality except so far as the legislature may choose to make it such.¹⁶

In exercising its general control, a legislature may apply different plans to different units of the state system if it desires to do so. For instance, high schools and elementary schools may be administered by different boards or may serve districts bounded by entirely different boundary lines.

The management of the public schools is a state affair, and school districts at most are but a state agency for that purpose, and we know of no constitutional inhibition on the legislature to prevent the selection of city school boards for elementary schools by a different method than applies to county school districts.¹⁷

Moreover, when the legislature has once established plans for a general system of schools, it may change its plans as often as it deems necessary or expedient.

¹⁰Halbert v. Sparks, 72 Ky. (9 Bush) 259 (1872).

¹¹Cory v. Carter, 48 Ind. 327 (1874).

¹²"Prohibited Legislation Regarding Common Schools," AMERICAN SCHOOL BOARD JOURNAL (Dec., 1934), pp. 24-25, Table I.

¹³Davis v. State, 68 Ala. 58 (1880).

¹⁴Cases cited in notes 9, 10, 11, ante; also Roberts v. Clay City, 102 Ky. 88 (1897); Craig County School Dist. 62 v. Craig County School Dist. 17 287 P. (Okla.) 1035 (1930); Associated Schools v. Renville County Dist. 83, 122 Minn. 254 (1913).

¹⁵"The Corporate Nature of School Districts," AMERICAN SCHOOL BOARD JOURNAL (Aug., 1935), pp. 18-20; 58.

¹⁶McQueen v. Port Huron, 194 Mich. 328 (1916); See also Buskin v. Mitchell, 106 Miss. 253; State v. Keaster, 82 Mont. 126; American Board of Public Education v. Barlow, 49 Ga. 232; McKenzie v. San Francisco Board of Education, 1 Cal. A. 406; Oklahoma Co. School Dist. 71 v. Overholser, 17 Okl. 147.

¹⁷Board of Education of the City of San Rafael v. James B. Davidson, 190 Cal. 162 (1922); Minnsinger v. Rau, 236 Pa. 327 (1912); Ivey v. Keeling (Tex. Civ. A.), 15 S.W. (2d) 1097.

be made by judicious classification and discrimination in general laws.²³

II. When Is a State System of Schools Uniform?

As shown in Table V, a "uniform" system of common schools is called for in express terms in 20 of the state constitutions in force today. A reasonable question arising from this specification is: What constitutes a uniform system? Can a state be said to have established a uniform system of common schools when her rural schools and her city schools differ widely as to length of term, type of equipment, salary and qualifications of teachers, and nature and scope of curriculum? To questions of this type the courts have given clear and logical answers. In the case of *Cory v. Carter*, in Indiana, in 1874, it was explained by Judge Buskirk that

The uniformity required has reference to the mode of government and discipline, the branches of learning taught, and the qualifications as to age and advancement in learning required of pupils as conditions of their admission. It does not mean that all the schools shall be of the same size and grade, or that all the branches of learning taught in one school shall be taught in all the other schools, or that the qualifications as to age and advancement, which would admit a pupil in one school would entitle such pupil to admission into all the other schools. Uniformity will be secured when all the schools of the same grade have the same system of government and discipline, the same branches of learning taught, and the same qualifications for admission.²⁴

In a more recent case before the Supreme Court of Mississippi it was made clear that the uniformity required is an avoidance of discrimination between the different counties or sections of the state, and that it still makes liberal allowance for local variations. In handing down this opinion, Judge Reed said the uniformity required means:

. . . that there would be no discrimination as between the different counties or sections. Equal and uniform privileges and rights should control over all the state, but it does not mean that each and every school shall have exactly the same course of study, the same qualifications in teachers, the same items of expense in conducting the schools. The local details of the schools and their administration may be committed by general provision to the local authorities. And the fact that different arrangements are made by the local bodies does not constitute lack of uniformity.²⁵

This opinion further points out that it is, therefore, generally held that

. . . the Legislature may classify school districts and enact different provisions for different classes.²⁶

To which the Supreme Court of New Jersey adds the proviso that the classifications must be

. . . based on distinctions that afford a reasonable basis of classification. . . . It is reasonable if uniform in operation and effect, even if applicable at the time to only a few districts when enacted.²⁷

There are many decisions concurring in the opinion that

Classification by population is proper and does not violate a constitutional provision requiring the establishment and maintenance of a uniform system of schools throughout the state.²⁸

Furthermore, it was held by the Court of Appeals of Kentucky that this principle of uniformity is not violated by legislation permitting the levy of a local tax in order to improve and perfect the benefits offered by the state:

It is true the Legislature must provide a "uniform system" of common schools; but when the Legislature has so provided, there is nothing to in-

²³State v. Powers, 38 Ohio St. 54 (1882).

²⁴Cory v. Carter, 48 Ind. 327 (1874). See note 11, ante.

²⁵Buskin v. Mitchell, 106 Miss. 253, 63 S. 458 (1913).

²⁶Ibid. Cites Minnsinger v. Rau, 236 Pa. St. 327 (1912).

²⁷Note 25, ante and citing Riccio v. Hoboken, 69 N.J.L. 649, 55 A. 1109 (1903).

²⁸Note 25, ante; also Richards v. Raymond, 92 Ill. 612; Chambers v. State, 127 Ind. 365; Lehew v. Brummel, 103 Mo. 546; Freil v. Crawfordsville, 142 Ind. 27; People v. Fitch, 154 N.Y. 14; Smith v. Simmons, 129 Ky. 93; Associated Schools, etc. v. Renville County School District No. 83, 123 Minn. 254.

Constitutions	TABLE VI		
	Chronological Listing of Major Specifications of State Constitutions as to Type of School System State Legislature May Establish		Equally Open to All
	General	Uniform	
	A	B	C
1816 - Indiana	9:2		9:2
1818 - Connecticut			8:2
1834 - Tennessee			11:10
1844 - New Jersey			4:7:6
1848 - Wisconsin		10:3	
1851 - Indiana	8:1	8:1	8:1
1857 - Minnesota	8:1	8:1	
- Oregon		8:3	
1858 - Kansas		7:1	7:6
1859 - Kansas		6:2	
1864 - Maryland		8:4	
- Nevada	11:2	11:2	
1868 - Florida		9:2	
- Louisiana			135
- Mississippi		8:1	
- N. Carolina	9:2	9:2	
- S. Carolina		10:3	
- Texas		9:8	
1870 - Tennessee			11:12
- Virginia		8:1	
1873 - Pennsylvania	14:1		10:1
1874 - Arkansas			
1876 - Colorado		9:2	
- N. Carolina	9:2	9:2	
1877 - Georgia		8:1:1	
1885 - Florida		12:1	
1889 - Idaho	9:1	9:1	
- Montana	11:1	11:1	
- N. Dakota		14:8	15:4
- S. Dakota	8:1	8:1	8:1:3
- Washington	9:2	9:2	9:1
- Wyoming		7:1	
1890 - Mississippi		20:1	
1894 - New York			9:1
1895 - Utah		10:1	10:1
1897 - Delaware	10:1		
1902 - Virginia			13:5
1910 - Arizona	11:1	11:1	11:6
1911 - New Mexico		12:1	12:1
1928 - Virginia			13:5
Totals	41	13	28
			19

Read Table thus: Indiana Constitution, 1816 specified that the state's system of public schools should be "general," and "equally open to all." Citation Art. IX, sec. 2 (9:2).

hibit a local tax in aid of the common schools to improve and perfect it.²⁹

The principle of uniformity would be violated, however, should the legislature permit one locality to administer its schools in a manner essentially different from the method of administering the public schools of the remainder of the state. For example, in Hazelhurst, Mississippi, an effort was made, with the sanction of legislative action, to provide a board of education the first members of which were appointed by the legislature and clothed with power to fill vacancies occurring in their body. The supreme court held this enactment unconstitutional because in conflict with the constitutional requirement that the legislature should establish a uniform system of public schools. The court held that

The purpose was to secure a uniform administration of the common schools. It was meant that the "system" should be administered uniformly, on a uniform plan, the same throughout the state. It is impossible to conceive how there can be any such uniform system where the trustees of some of the common schools are chosen in the mode provided for in the general law and vested only with certain powers therein prescribed, carefully limited and defined, and the trustees of others—confessedly public schools, parts of the common school "system"—are not only chosen in a wholly different way from that in which other trustees are chosen, but are given the power to perpetuate themselves indefinitely.³⁰

The Supreme Court of Indiana has held, though, that a constitutional provision for a uniform system of schools does not prevent the delegating of the management of schools to local agencies or authorities by general statute. The court said:

The provision that the legislature shall "provide, by law, for a general and uniform system of common schools" does not mean that the legislature must directly, and by a statute, levy all taxes for each locality, nor that they shall prescribe rules for every school district in the state. The reasonable interpretation of this language is, that the legislature shall, by a general law, provide for conducting schools and securing revenues from taxation for their support through the instrumentalities of government. These instrumentalities are such political subdivisions as townships, towns, and cities, and they are instrumentalities to which local governmental powers may be delegated.³¹

The justification for a rigid insistence on uniformity of administrative policies and uniformity of privileges for the children of the state lies in the fact that the interest of the state does not center in the furtherance of community development nor in a direct promotion of individual welfare. The public schools are established and maintained for the direct benefits of the state.

The school children are incidentally benefitted, but the primary purpose of the state in maintaining this fund and expending its income in the education of its children is to develop and secure to the state a moral, intellectual, and enlightened citizenship.³²

III. When May a State System of Schools Be Said to Be Equally Open to All?

Since 1776 nineteen of the 133 state constitutions that have been adopted have specified that the public schools of the state should be equally open to all.³³ Twelve of these constitutions still retain this specification.³⁴ The constitution of Indiana in 1816 was the first constitution to set up the requirement. In an earlier paragraph of this article the variations in the wording of this "equally open" provision have been presented. Its force is judicially explained by Judge Buskirk in *Cory v. Carter*:

²⁹*Smith v. Simmons*, 129 Ky. 93, 110 S.W. 336 (1908); *Ex parte Burke*, 59 Cal. 6 (1881).

³⁰*Ellis v. Greaves*, 82 Miss. 36 (1903).

³¹*Robinson v. Schneck*, 102 Ind. 307 (1885).

³²*Gruber, Trustee v. State ex rel.*, 196 Ind. 436, 148 N.E. 481 (1925), quoting and citing *State v. Haworth*, 122 Ind. 462, 23 N.E. 946 (1889).

³³Table VI, C.

³⁴Table V, C.

SCHOOL BOARD JOURNAL



DR. HENRY J. GERLING
Superintendent of Schools,
St. Louis, Mo.

will be official host to the Department of Superintendence at its meeting, February 22 to 27, 1936.

Dr. Gerling has recently pledged \$25,000 of his personal funds to help repay the losses of 20,000 school children in two closed St. Louis banks. These banks held about \$92,000 of the school children's thrift club funds and it is estimated that neither bank will pay more than 60 per cent on depositors' claims.

The phrase "equally open to all" is not to be taken in a literal sense, for this would embrace the whole people of the State, the infant, the middle aged, the septuagenarian, and the married. It is very obvious that the common schools of the State are neither to be equally open to everybody nor to every child; but they are to be equally open to a class of persons, which class and their qualifications are to be designated and prescribed by the legislature.³⁵

In eight states, the constitution guides the legislature in its designation of this class and their qualifications by delimiting the ages of the children who shall be eligible to the benefits of the public schools.³⁶

In the famous case of *Ward v. Flood*, in which it was contended that denial of admission of a colored child to a white school in California violated the rights and privileges of United States citizenship, Judge Wallace explained carefully that this privilege of the public schools accorded to the children of the state rests on the benefactions of the state and does not inhere in the mere fact of citizenship of the United States:

It would be readily conceded that the privilege accorded to the youth of the State, by the law of the State, of attending the public schools maintained at the expense of the State, is not a privilege or immunity appertaining to a citizen of the United States as such.³⁷

Many other decisions have similarly held that the schools are equally open to all when reasonable and convenient accommodations and opportunities for instruction have been provided for all children who are legally entitled to attend school and desire to do so.³⁸

Summary

The systems of schools prevailing in the several states have, in process of time, acquired certain definite characteristics the permanency of which is safeguarded by constitutional specifications. Among these characteristics are the important requirements that they shall be *general, uniform, and equally open to all*. The most important facts this article has revealed regarding these requirements are:

³⁵*Cory v. Carter*, 48 Ind. 327, 17 Am. Rep. 738 (1874). See also notes 11, and 24, *ante* and issues to which they pertain.

³⁶Alabama, Arizona, Arkansas, Missouri, Nebraska, New Jersey, North Carolina, Wisconsin.

³⁷*Ward v. Flood*, 48 Cal. 36 (1874).

³⁸*Rulison v. Post*, 79 Ill. 567 (1875); *In re York Township School Dist.*, 10 Pa. Dist. 687 (1901); *State v. Wilson*, 221 Mo. A. 9 (1927).

1. The widespread prevalence of these three requirements is shown not only by the number of constitutions in which these specifications appear but also by the insistence of the courts of other states that their systems of public schools must also possess these characteristics. For instance, in this article it has been shown that:

a) Eleven constitutions specify that the state's system of schools shall be general. The courts of at least eleven other states have insisted that, although this provision is not *written* into their constitutions, the requirement is clearly *implied*, and the legislature, therefore, must not ignore it. The courts here cited as delivering such decisions are in Alabama, California, Georgia, Kentucky, Michigan, Mississippi, Ohio, Oklahoma, Pennsylvania, Tennessee, and Texas.

b) Twenty constitutions specify that the state's system of schools shall be uniform. Cases cited in this article from the supreme courts of six other states show that they are equally insistent that this provision must be complied with by the legislature, since it is an *implied* though not a *written* constitutional requirement. The cases cited in this connection are from California, Illinois, Kentucky, New Jersey, Ohio, and Pennsylvania.

c) Twelve constitutions specify that the state's system of schools shall be equally open to all. Cases cited from California and Kentucky show that this, too, is accepted as a principle of constitutional law, even though not explicitly written into the constitutions. Other cases of similar import could have been cited from nearly all of the states.

2. The court decisions have set up a few very definite interpretations of the meaning of these specifications.

a) A general system of schools is one that extends to every portion of the state and provides public education for all the children thereof.

b) A uniform system of schools is one that shows no discrimination between the different counties or sections in the rights, privileges, and benefits conferred by the state. It does not mean, however, that each and every school shall have exactly the same course of study, the same length of term, the same qualifications in teachers, and the same items of expense in conducting the schools. Moreover, it does not prohibit any local district which has met the minimum state requirements from making provision for additional benefits.

c) A system of schools may be said to be equally open to all when reasonable and convenient accommodations and opportunities for instruction have been provided for all children who are legally entitled to attend school and desire to do so.³⁸

3. The famous Indiana case of *Cory v. Carter*, 48 Ind. 327 (1874) may very appropriately be called the key case for this article, for, at a relatively early date, it set forth very sound guiding principles regarding all three of the constitutional specifications discussed. It is one of the most widely quoted and accepted cases in the whole field of school law.

Fallacy of Sinking Funds

One thing, however, is certain. That is, that had the city's bonds been issued on either the straight serial plan or on an approved graduated serial plan, there would be no investment problem, no wrangling over idle money, no loss of interest. Money that now goes into the sinking funds, to provide for maturities in future years would go immediately and directly to the payment, at par, of an equal amount of maturing serial bonds.—*Philadelphia Bureau of Municipal Research*.

School-Supplies Management

R. W. Hibbert*

Economy practiced in purchasing school supplies, as well as the application of practical purchasing methods, will be unproductive if efficient supply management is not practiced. This problem, like many others, has many phases and possibilities. The writer, therefore, calls attention to only a few practices which may tend to an individual solution.

I. What Plan Should Be Followed By a School System in Checking and Storing Material Purchased?

A. Those supplies carried in a central depository or as warehouse stock present a separate and distinct problem of management from direct-to-school delivering.

1. The first consideration is the checking of the delivery against the purchase order, and the return of one copy of the purchase order to the proper officer as evidence of this check.¹ As selecting committees approve purchases of substitutes, they also approve samples of the item to be purchased. Deliveries made to the warehouse should be carefully compared with the samples to see that bid proposals are fulfilled. When purchases are made on the basis of "low-bid board specification" the delivery should be checked against the specification as set up.

2. Accepting deliveries should be stored in accordance with a catalog numerical arrangement.² As explained in the preceding paper, all school supplies, janitorial supplies, or building-repair parts are given a purchasing-department catalog number which is used in requisitioning. With storage set up under this arrangement, the filling of requisitions can be more readily made.

3. Warehouse storage should be arranged physically so that all items are easily available when school requisitions are filled. Such a prerequisite is answered by bins arranged to provide a main aisle with side aisles leading to each side. This will permit a loading truck for each order to pass down the main aisle and selections from each side aisle placed upon it as called for.

B. Direct-to-school deliveries call for another solution; these divide themselves into two main classifications.

1. Supplies needed in greater quantities and used by many school departments, which are delivered direct to the school on the basis of the annual estimate request, are usually kept in a central storeroom within the school. They are issued to teachers as needed from time to time. With these are stored and issued such supplies whose general stock is kept in the warehouse, which are delivered to the school periodically.

2. Special departmental supplies, such as chemicals, and special departmental equipment, after being checked in at the school, are usually cared for in the special departments for which they are purchased. In these cases only one delivery is made per year and this has been purchased on the basis of the department's annual estimate request.

II. What Requisition Procedure Should Be Established for Distributing School Needs?

A. As previously explained, the annual estimate for each school serves as a requisition for all items in the authorized list of supplies

and equipment, designated as annual estimate items.³ Some items of a perishable nature such as mimeograph stencils, dry cells, etc., should not be delivered as a unit but should be requested as needed.

B. Emergency requisition forms should be provided, to be used:

1. For emergency needs which could not have been supplied in the usual way;
2. For ordering annual estimate material of perishable type;
3. For condemning excess or defective material to be removed;
4. For ordering repairs or exchange of movable equipment or furniture.

C. Requisitions used to request delivery from "warehouse" stock form the next division. Various forms might be used for such requisitions; however, one which has been found practical and lends itself to a perpetual inventory form is that known as the "unit" requisition on which only one item or type of item is requested. This form is sent to the warehouse in triplicate form. When this requisition is approved one copy is kept by the record clerk who indicates on the requisition the present stock, and deducts this delivery, making a perpetual inventory possible. This clerk also figures the cost of the quantity requisitioned and records this on the requisition; he then forwards one copy to the auditor for cost-calculation records, and the other copy to the shipping clerk, who forwards the material to the school as requisitioned. Illustrations of possible emergency and unit requisition forms are given in Figure 1.

III. How Can a Periodic Delivery System Be Organized and Effectively Maintained?

As just indicated, it is recommended that the reserve stock of supplies, used generally by all schools in a system, be kept in a central depository. From this warehouse deliveries can be made from time to time, and each school have only enough reserve for a few weeks.

In considering the number of deliveries to be made from the central storehouse, so as to secure the best service for the system, there should be a careful study of the conditions affecting the particular school system. The

*R. W. Hibbert, *op. cit.*

quality of service rendered will depend upon an intimate knowledge of the variable factors involved. The factors of: (1) size of storerooms in the individual school buildings; (2) size of the storage closets in the classrooms; and (3) the facilities for the transporting of supplies and equipment from the central storehouse cannot be disregarded in the solution of this problem.⁴ A plan of this type can be developed to fit each local situation.

A. The division of any school system into delivery routes is the first essential requirement of such a plan. The schools, grouped in accordance with the most advantageous transportation plan, can each be listed under the respective route number and a publication issued in bulletin, card, or other convenient form, so that each school principal may know to what route his school has been assigned.

B. Requisitions can then be requested for each route for a specific date each month, and the required dates staggered to give time for checking and route packing. Requisitions sent in before a route date, are held for routing. However, in cases where principals delay sending in their requests, orders must wait for the next route date. Requisition data should be included in the routing publication.

C. Route loads can be placed on delivery trucks in the late afternoon previous to the delivery date. In this way, all packing done during the day can be cleared away, the trucks can be loaded at a time when it is not advantageous for them to be at schools, and they are ready for early morning starts.

D. Special needs which cannot be anticipated may be served by a counter delivery system. In such cases, schools must call for such items needed or a portion of the quantity necessary to last until the route delivery is made. It is not found necessary to resort to this plan often, however, when the order date procedure is followed by principals.

E. Parcel-post delivery can be employed advantageously in some cases to improve the service of the periodic delivery system. This is especially true of the necessary printed school forms which may be ordered as needed. The delivery over the counter to a school messenger is sometimes used for printed forms also.

*N. B. Armstrong and others, Bulletin No. 1, N.A.P.S.B.O., p. 45.

REQUISITION—SUPPLY DEPT.		FORM H DUPLICATE	
ALL SCHOOLS	SCHOOL	SCHOOL DEPT.	NO. E 23101
SPECIAL NOTICE		BY ST. LOUIS	
BOARD OF EDUCATION OF THE CITY OF ST. LOUIS			
CHAS. L. BARR, SUPPLY COMMISSIONER PLEASE FURNISH AS FOLLOWS—			
QUANTITY	ARTICLE DESCRIPTION, ETC.	SUPPLY DEPT. CAT. NO.	DO NOT WRITE IN SPACE BELOW
REASONS FOR MAKING REQUEST SHOULD BE INDICATED ON THIS SHEET.			
APPROVED-AUDITED	APPROVED-SUPERINTENDENT OF INSTRUCTION	APPROVED-COMMISSIONER OF SCHOOLS	DATE RECEIVED IN SUPPLY DEPT.
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REASONS FOR MAK

IV. How Should Quota Limitations Be Set?

Schools are usually limited in the amounts of supplies they may requisition in one of two ways; that is, either on a material-quantity basis, or on a money-allowance basis.

McClinton⁵ has pointed out that quality as well as quantity of supplies must be considered in a wise program of selection. When the amount of supplies and equipment is fixed with due consideration as to quality, then a standard is set by which the cost can be accurately determined.

Wehn⁶ defends a budgetary plan in which the teacher's estimates of supplies needed are reviewed by the principal, who compiles them into one estimate for the building and sends it to the superintendent's office, where it is checked against standard ratios.

The discussion in this section of the present paper will be limited entirely to quotas established on a material quantity basis. Two distinct plans may be followed, either independently or in a combined way, for determining the amount of each supply to be allowed per school, per pupil, or per teacher.

A. One method is to set quotas as recommended by supervisors. These recommendations are to be based on the school needs as determined through their experiences. Table 1 illustrates such a recommendation as made by a physical-training supervisor for some of the supplies used in that work. Similar regulations can well be made for art, home economics, or industrial arts.

	Recommended Per Year		
	Class A	Class B	Class C
Basket Balls	6	6	6
Indoor Balls	24	20	15
Soccer Balls	12	8	8
Bats, indoor	24	20	15

Schools of eighteen rooms or more are classified as Class A, those of twelve to seventeen

Item	Unit	Average Amount of Supplies Used Per Pupil				
		1929-30	1930-31	1931-32	1932-33	1933-34
Pencils, school drawing	each	1.20	1.44	1.25	.89	1.16
Pencils, school writing	each	6.21	6.61	6.12	5.40	5.59
Pens, school	each	7.41	8.04	7.04	5.95	6.27
Crayons, blackboard	each	10.15	8.98	11.10	6.94	6.43
Crayons, wax, black	each	3.73	3.92	3.53	2.09	3.02
Crayons, wax, colors	(9)	18.29	18.53	18.70	11.50	15.34
Erasers, pencil, 80 to lb.	each	1.72	2.17	2.10	1.71	1.64
Paints, water color, red	each	.45	.48	.49	.41	.56
Paints, water color, yellow	each	.50	.61	.62	.48	.43
Paints, water color, blue	each	.48	.49	.46	.46	.48
Paper, drawing, cream, 9 by 12-in.	sheet	18.12	18.85	16.04	12.06	14.02
Bogus Paper, hard finish, 10 by 12½-in. sheet	sheet	10.17	10.10	8.19	7.33	6.29
Bogus Paper, hard finish, 15 by 20-in. sheet	sheet	1.89	1.61	1.36	1.08	1.73
Manila Paper, 6 by 9-in.	sheet	391.54	355.84	398.62	238.08	327.88
Manila Paper, 9 by 12-in.	sheet	140.91	161.86	202.66	123.50	156.58
Composition Book, 48 leaves	each	1.27	1.55	1.32	1.09	1.12
Paper, writing, ruled, 8½ by 11-in.	sheet	22.13	23.37	21.39	18.52	21.16
Paper, practice, white, 7 by 8½-in.	sheet	35.49	39.95	36.32	31.66	29.97
Paper, practice, manila, 7 by 8½-in.	sheet	126.06	135.59	115.46	117.50	88.37
Manila Paper, unblocked, 9 by 12-in.	sheet	10.75	5.23	1.87	14.22	17.98
Average Amount of Supplies Used Per Teacher		10.89	10.53	8.75	5.20	6.22
Scissors, 2½-in blade	each	4.27	3.68	3.39	3.25	3.31
Paste, library, ½-gal. jar	jar	20.92	20.41	21.43	17.93	18.23
Penholder, school	each	5.36	6.06	5.18	3.18	5.15

⁵J. W. McClinton, "Distribution of School Expenditures Under Budget Control," *School Executives Magazine*, September, 1929.
⁶W. C. Wehn, "Budgeting of School Supplies," *AMERICAN SCHOOL BOARD JOURNAL*, April, 1928, p. 94.

rooms as Class B, and those of less than twelve rooms as Class C.

B. Previous school usage serves as the second method to be used for determining quota. The following data serve to indicate the possibilities of this method.

Calculations in Table 2 represent the data as collected from the number of schools and number of pupils as included in Table 3. The data as indicated in Table 2 was obtained by determining the actual school deliveries to each school for each year indicated. Delivery units were transposed to compare with the unit used in the table, and divided by the number of pupils, to determine the school average for each year. The median of the school averages is indicated in the proper column.

TABLE 3. Data Used to Compile the Average Amount of Supplies Used

	1929-30	1930-31	1931-32	1932-33	1933-34
Average Daily Enrollment in all Elementary Schools	75,012	77,654	79,593	79,615	78,649
Total Number of Teachers in all Elementary Schools ..	1,638	1,658	1,680	1,638	1,635
Total Number of Elementary Schools ..	101	105	106	107	107

The use of some of the school supplies, based on this data, is better illustrated in graphic form. Figure 2 depicts the usage of various types of paper supplied, and Figure 3 illustrates the usage of a few other common schoolroom supplies. In each case the unit of usage is indicated, and the school year for which the data is depicted. The study includes school year 1929-30 to and including school year 1934-35.

V. What is Considered a Reasonable Average Per-Pupil Cost for Required Schoolroom Supplies?

A. *Elementary Schools.* As the cost of unit requisitioned supplies is calculated as suggested

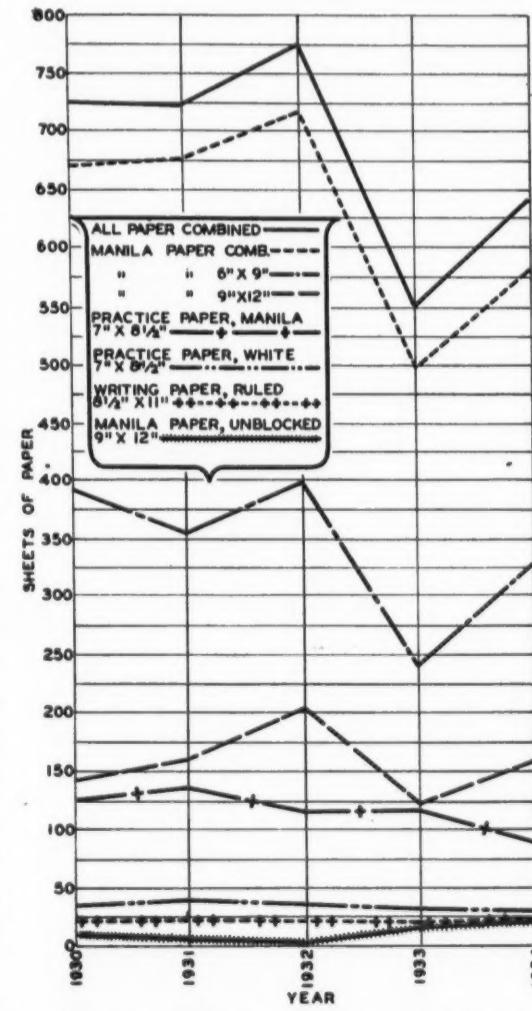


FIGURE 2. A GRAPHIC CHART OF SUPPLIES CONSUMPTION IS USEFUL FOR MAKING CLEAR TRENDS.

in Section II, C, data are made available to calculate the cost of the common schoolroom supplies. These data calculated for one school system for the same number of schools and pupils as indicated in Table 3, yield a per-pupil-per-year cost which is best illustrated in tabular form, and is included as Table 4.

TABLE 4. Average Cost Per Pupil of Elementary Classroom Supplies

Year	Cost
1929-30	\$1.34
1930-31	1.21
1931-32	.98
1932-33	.68
1933-34	.70
1934-35	

These results are based on quantities of supplies per pupil in accordance with the records indicated in Table 2. It should be understood, however, that only a few of the items supplied to pupils are listed in this table. The cost figures, as included in Table 4, include all general classroom supplies, elementary art supplies, and supplies for kindergarten, primary, physical training, home economics, and industrial arts.

Jackman discusses the need of standardization of practice in determining the amount of supplies where enrollment is made the basis of distribution. He says, in part:⁷

"It has been found that in smaller school systems of 200 to 500 enrollment, the average expenditure for books and supplies varies from \$2.84 to \$8.90. A more recent study shows that the average expenditure for instructional supplies per pupil in Nebraska schools varies from \$1.77 to \$2.65. This proves beyond question that they should be given greater consideration in school-business administration."

B. *High Schools.* The cost figures do not represent high-school per-pupil cost.

These are higher due to several factors: (1) Direct-to-school delivery of most supplies due to the purchase of limited quantities; (2) instruction in special subjects of a more advanced type; (3) the need of greater varieties and greater quantities of supplies for instruction of a more advanced type; (4) The purchase of equipment, as well as supplies, for special classes.

The high-school per-pupil cost is shown in Table 5. The average daily high-school enrollment for each year is also indicated in this table.

TABLE 5. Average Cost Per Pupil of High-School Supplies and Equipment

Year	Average Daily Enrollment	Cost
1929-30	13,143	\$3.07
1930-31	13,828	2.79
1931-32	16,149	2.63
1932-33	19,104	2.38
1933-34	19,693	2.43

C. These cost figures are based on the school-board issuance of supplies for all grades. The major portion of these supplies are to be carried as stock in a central depository to be delivered to schools on a periodic delivery basis.

VI. How Can Teacher and Principal Co-operation Aid in School-Supply Management?

A. The first sign of co-operation manifests itself in the method requisitions are cared for. In a previous section I have discussed three types of requisitions.

1. The annual estimate should be carefully prepared so that requests of teachers are thoughtfully made and then accurately recorded in accordance with instructions. The limitation of such requests, both in number and quantity, is the first essential to economical purchasing. The reduced usage of supplies as indicated by tables and figures previously included, could not have been accomplished had not teacher

⁷W. C. Jackman, "A Plan for Distributing Instructional Supplies in Small Schools," *AMERICAN SCHOOL BOARD JOURNAL*, July, 1931, p. 44.

and principal co-operation been markedly manifested.

2. Unit requisition requests made in accordance with the schedule previously explained can be handled promptly, and each step worked out in calendar procedure without loss or delay to the school. When co-operation is not manifested and unit requisition requests are sent in at irregular times, confusion naturally follows, and they must be kept over until the next route date, and the school is either forced to keep an excessive stock or face a shortage of material.

B. Supply quotas can be regulated either by a severe clerical checking or by teacher and principal co-operation. This latter method is by far the more desirable. The principals of the schools apparently occupy the most strategic position among school officials in determining the proper amount of supplies for each school. Their close contact and usual familiarity with the local situation enable them to exercise discriminately a final voice in the final decision of selection. It will be noted by the tables included above that a reduction in quantity and cost of items used has been effected in a very impressive manner. This has been accomplished solely through co-operation. A quota system which depends on clerical checking does not lend itself readily to temporary changes. Principals profit by a co-operatively administered quota plan by being able to quickly adjust their supply problems to special, changing, or unforeseen needs.

C. A third phase of co-operation in supply management manifests itself in the individual school storeroom. The writer will not discuss this question in detail at this time, other than to say that a school storeroom should be arranged to give easy and ready access to supplies on hand, and that these supplies should be arranged systematically so as to prevent ordering when sufficient quantities are already available.

D. From time to time it becomes necessary to request a principal to check his school for excess furniture or supplies. A prompt return of such excess to the warehouse is indeed another manifestation of co-operation. In this manner school costs are kept at a minimum, material is available where the greatest need exists, and accumulation of waste is prevented.

VII. What Advantages Manifest Themselves When a Full-Time Supply Clerk is Employed for the Larger Schools?

It has been pointed out in a previous article⁸ that in the larger schools it is proposed that supply clerks be assigned to duty independent of the central purchasing department. The assignment of such assistants will prove profitable because of the help given to the administration as well as the resulting economies. Among other duties, this administrative supply clerk would assist greatly in the following:

A. In checking deliveries from the central storehouse and from vendors. This check pertains more to quantity; quality can better be checked, as previously suggested, by the purchaser. In many cases, return deliveries are necessary, or transfers. Much confusion is occasioned when no one in a school has this direct job as a duty.

B. A well-kept school storeroom is essential, and without a clerk in charge, this is rare. The storeroom should be arranged systematically with perhaps a chart of places assigned for certain supplies.

C. In most schools the equipment inventory is a problem. To a commercial business the accurate inventory is an outstanding necessity and so it should be to the schools. It can be better supervised by the supply clerk who can

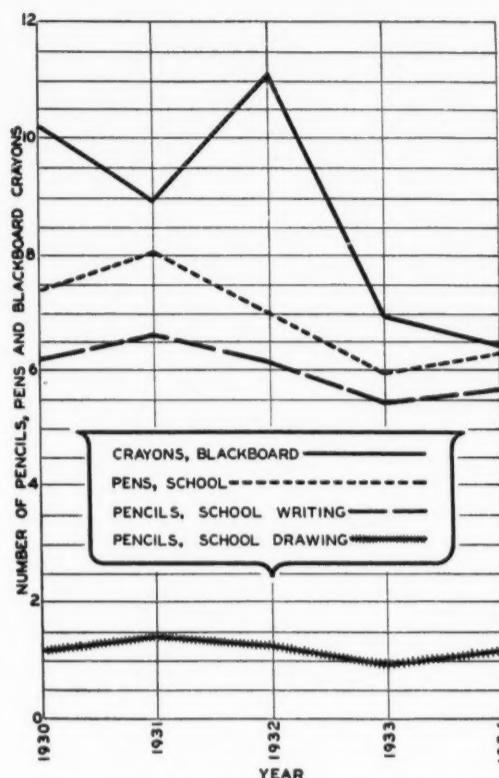


FIG. 3. DISTINCT ECONOMIES ARE MADE CLEAR IN THIS GRAPH

also devise the most acceptable form and adapt it to its greatest use.

D. Estimates of supplies coming from a school to a purchasing department should be accurate, concise, and uniform, to afford ease of handling. Where a supply clerk is not accessible, however, this is not often the case, and many errors and omissions occur.

E. Requisitions should be accurate and uniform, but still we find teachers and principals who assume that the department of purchase knows as well as they what is desired, and sometimes fail to state concisely what delivery should be made or what service should be rendered. Again, a trained supply clerk could place requisitions accurately and so avoid delays, confusions, and waste.

F. It has been reported in many cases that a teacher ordering some supplies or equipment does not receive them, although records indicate delivery to the proper school. This happens when orders and deliveries do not come through the same channel in a school. Again the supply clerk would straighten out this kind of mismanagement.

G. In other cases a distributing agency would permit the use of school material by a maximum number of teachers. At times two teachers may require the same item if through a plan and distribution the use can be arranged for at different times, it is evident that a saving results. Someone must care for this coordination; the supply clerk is the logical person. Other duties and responsibilities might be devised, but these will suffice to indicate that a supply clerk can quite profitably serve in the problem of school management of supplies and equipment.

VIII. What Inventory Procedure Should Be Followed?

A. It has been found by Ramseyer⁹ that:

1. Inventories of school equipment are taken by about three fourths of the large city school systems. A large majority of these are periodic inventories, taken annually. The usual time for the taking of the inventory is at or near the close of the school year.

2. Loose-leaf forms offer many advantages. There is great variety in the forms as to general makeup, size, shape, and the data which they contain.

⁸R. W. Hibbert, "The Selection and Management of School Equipment and Supplies," AMERICAN SCHOOL BOARD JOURNAL, March, 1933, p. 41.

⁹Lloyd L. Ramseyer, "The School Inventory," Bulletin No. 4, N.A.P.S.B.O., p. 35.

3. The building is the common inventory unit although the department and the room are used advantageously as units. Regular educational employees commonly take the inventory. It seems to be a practice to have the principal held responsible for the work, while the teachers assist him with the actual work.

4. The dividing line between supplies and equipment is questionable. The same is true of different types of equipment. Arbitrary distinctions must be made, and all employees who are connected with the inventory should know where this line has been drawn.

5. The cost of taking the inventory is usually quite small. Some cities have almost no expense.

6. Standardization and improvements in technique is necessary in the inventory field.

B. Inventories of supplies carried as warehouse stock can be kept in a perpetual manner, if the balance on hand is indicated on each unit requisition as it is approved. Reference to this procedure has been made previously. In addition, however, it is necessary to make a physical inventory annually to check the perpetual balance. The perpetual inventory also permits of frequent checking of supply costs. A report can be made monthly, or at any designated period, indicating the cost of supplies delivered to schools. By this record the individual cost of each type of supplies for each school can be reviewed.

C. Equipment inventories should be kept for each department of each school. The procedure best adapted to each district can be followed. In general, these should contain (1) the equipment item with some identifying specifications, (2) the quantity of each, (3) the unit price, (4) the total price or value per item, (5) the total value of equipment assigned to each department.

When a numerical catalog is used, it may prove valuable to list equipment items in order of their assigned catalog numbers. When inventories are prepared in this manner, they serve as practical aids in checking the annual estimates and other requisitions to determine the actual need and to determine whether an item is requested as a new item or as a replacement.

D. Other forms are often necessary to accompany an inventory, such as: (1) form for reporting equipment losses; (2) card for reporting additions to equipment; (3) order for payment of fine for equipment breakage; (4) permit to transfer equipment; (5) acknowledgement of receipt of equipment; (6) equipment repair permit; (7) permit to discard equipment; (8) typewriter inventory card.

IX. How Can the Transfer of Equipment from School to School Reduce Costs?

School needs may change from term to term with enrollment changes. It is evident, therefore, that a reduction of cost will result from the transfer of supplies, equipment, and books. Such a plan is highly recommended. While the writer does not have data available to illustrate how supply and equipment costs may be reduced, the following table, which depicts the transfer of high-school books, will serve as an effective illustration.

Year	Number	Approximate Value
1931-32	17,359	\$20,000
1932-33	22,626	25,000
1933-34	24,260	28,000
1934-35	14,684	19,000

X. What Advantages May Be Expected if an Equipment Salvage-Room Plan is Adopted?

In a preceding section, teacher and principal co-operating was suggested in the matter of sending all excess supplies and equipment to

(Concluded on Page 75)

Bonding School Officials¹

Raymond S. Jewett²

In a survey which he made in 1932, Dr. Fred F. Beach found that 46 per cent of the seven thousand common-school-district treasurers in New York state either kept no records or relied on their checkbooks for a record of receipts and expenditures, 350 kept the school funds on their persons, in their homes, or in their places of business, and 350 mixed school funds with their private funds. Under these circumstances, one wonders how much money, which is intended for public education, may be used for other purposes, either intentionally or unintentionally.

Certainly there is need for standard requirements for adequate accounting systems for each type of school district and the surest way to get them is through legislation which would limit the apportionment of state-aid money to those districts which maintained an accounting system which was approved by the state department of education. It would then be the duty of the state department to prescribe the system to be used and refuse to certify apportionment to any district which failed to follow the system.

In New York state, approximately 375 million dollars a year is raised for the current expenses of the public schools, plus varying amounts raised by bond issues for capital expenditures, these amounts for capital expenditures depending upon the extent of new building construction. It is the responsibility of school boards to see that every dollar of this huge sum is spent for the purposes intended and that the taxpayers are protected against loss. Hence it would see that every official charged with the care and management of funds or with supplies in quantity, should be bonded. This should not be taken by such officials as a reflection upon their honesty but as a procedure demanded by good business practice and in order to avoid any embarrassment in individual cases. And such procedure should be obligatory, at least for officials charged with the handling of funds. No exception should be made, because of the reputation of the official for honesty. The most trusted official is the one who needs bonding. Most large defalcations have been by such persons. Furthermore, the bond is a protection, not only against dishonesty, but against loss through carelessness, ignorance, negligence, etc.

Who Should be Bonded?

On this basis, what officials should be bonded? Obviously the first is the tax collector. In fact, you will find that the premium is usually higher for a bond for this official than for others due to the fact that the surety companies have suffered greater losses from policies on tax collectors than from others. One large company reports that 75 per cent of defaults are in connection with receipts of money. Faithful performance by the tax collector includes the collection of all taxes due and of interest and penalties on delinquents.

Then come the treasurer or custodian of school funds (whether an employee or a board member), and commissioners of special school funds and superintendents or assistant superintendents, if directly responsible for the collection or disbursement of funds.

The above, at least, should be covered by state law.

Others who might be covered by the by-laws or rules of boards of education are: (a) cafeteria managers; (b) individuals handling student-activity funds; (c) auditors; (d) storekeepers (in the larger school systems).

There are five different types of school districts in New York state with varying organization and fiscal setup. It will therefore be desirable to review each in turn.

Cities (60)

School taxes are collected by the same department that collects the other city taxes, and the responsible official is bonded in all cases.

In 50 cities the city treasurer is also the treasurer of school funds and is bonded, while in 10 cities the board elects its own treasurer and bonds him.

There is a wide variation in the amount of the bond relative to maximum or average amount on deposit. I have been unable to find data relative to the bonding of cafeteria managers, treasurers of student-activity funds, and storekeepers, but I suspect that this is seldom done. I would recommend that this matter be given consideration.

2. Villages (89)

In the villages, the treasurer is elected by the board of education and in all cases is bonded. Otherwise conditions are the same as in the cities.

3. Central Rural Districts

Same as villages.

4. Union Free Districts (681)

The treasurer is elected by the board of education, but 9 per cent of them are not bonded, which is in violation of state law and therefore they have no legal right to hold office. Sixteen per cent are covered by personal surety, the value of which is questionable.

The amount of the treasurers' bonds in the village, central-rural and union-free-school districts, relative to the maximum amount on deposit varies from 1 to 114 per cent, with a median of 21 per cent. Relative to total receipts, the corresponding figures are 1 per cent, 39 per cent, and 7½ per cent.

While the protection of school funds from loss in the depository is not a part of my subject, I think it is of interest to note that 74 per cent of these boards require no security from their depository banks, though the New York State Education Law provides for it.

5. Common School (Approximately 7,000)

As might be expected from the laxity in accounting methods or entire absence of any accounting system in these districts, the condition as to bonding of officials is also deplorable. The treasurer in these districts is either a person elected by the school voters at the annual meeting, or he is the tax collector of the district or the town supervisor.

What the Law Requires

The education-law requirements for bonding these officials is as follows:

Elected Treasurer: A surety bond with at least two sureties, in an amount fixed by the district meeting or the board.

Tax Collector-Treasurer: Similar sureties in an amount equal at least to the last apportionment of state aid.

Supervisor-Treasurer: Similar sureties in an amount equal at least to double the last apportionment of state aid, plus any balance carried over from his predecessor.

In spite of these provisions, the survey conducted by Dr. Beach led him to estimate that at least 500 treasurers are not bonded.

It would seem that the State Board of Regents might require the filing of an affidavit that the treasurer had been properly bonded before any state money would be apportioned to the district.

It may be argued that it should be the responsibility of the county treasurer or town supervisor to ascertain whether the school-district treasurer is properly bonded before releasing the state money to him. Due to closeness of personal friendship or political association between these officials, this responsibility is likely to be evaded. In the last analysis, since public education is a state function, it seems to me that the Board of Regents is the governmental body that is most vitally interested in making sure that all school funds, whether raised by local taxation or appropriated by the state, are protected against loss and that it might well exercise its authority and withhold state-aid certification until satisfied that officials who were to handle school funds had met the requirements of the education law in respect to surety bonds.

If this lack of bonding is true of treasurers, it is probable that a similar condition exists among the tax collectors.

Many common-school districts have a sole trustee, and the opportunity for collusion between him and the treasurer is evident. Moreover even though the treasurer may be bonded, he must pay all bills which the trustee certifies and in many cases there is no check upon the trustee so that fraudulent bills may easily be paid. This raises the question as to the advisability of bonding all sole trustees. In my opinion the real solution of this question lies in consolidation of districts and of increasing the authority of the district superintendents, rather than through the medium of surety bonds.

Only 3 per cent of these districts have any audits of accounts and 13 per cent make no financial report. As mentioned above, many treasurers mix the school funds with their personal funds and use them in their personal business or appropriate to themselves any interest that may be paid on deposits by the bank.

The above is a brief analysis of the conditions as they exist today in this state. Now let us discuss the question of surety bonds to determine the best type and form of bond for school officials, the approved amount of surety and its cost.

1. Type of Bonds

There are two types of surety bonds, namely personal and corporate surety.

A personal bond is one that is signed by one or more individuals, who are usually friends of the person to be bonded, and usually without cost for premiums. For small amounts of surety they are easily obtainable for most people. In some cases, however, bondsmen assume more of an obligation than they are able to meet, or their equity in real estate may become less than the amount of the bond which they have signed, or they may even become insolvent, thus providing inadequate protection. They are likely to fight the case if called upon to make good, thus, causing trouble and delay in collection.

For these reasons, personal surety bonds are unsafe and should be avoided.

A corporate surety bond is one issued by a surety corporation at a specified premium cost. The character and integrity of the person to be bonded must be satisfactory to the surety company, which makes it more probable that reliable officials will be selected. There is greater security on account of the financial strength of the corporation and claims are settled promptly. Government control over surety companies adds to the security of these bonds and knowledge that the surety company will relentlessly follow up and prosecute defaulters tends to keep officials straight and make them more careful with their accounts.

These bonds are issued in two forms, known as individual and schedule bonds. Individual bonds cover a single individual. A schedule bond is used for bonding a number of officials with one policy. A schedule is attached to the policy, listing the positions covered by it. This form is used for convenience only and there is no reduction in cost nor any broader protection given than that afforded by an individual bond.

The corporate surety bond is therefore much to be preferred. The premium should always be paid from the school funds since the bond is an insurance against loss of such funds. It is just as legitimate a charge against those funds as the premium on a policy for insurance against loss of a building by fire.

The payment of the premium by the school district will also encourage the use of corporate bonds by officials. In my opinion such bonds should be compulsory. Only a few states require corporate bonds, but the trend of new legislation is toward such bonds.

2. Amount for Which Bond Should be Issued

So many different factors enter into the determination of this question that no definite answer can be given. Some of these factors are:

1. Kind and frequency of audits.
2. Presence and effectiveness of internal checks and balancing by other officials in the accounting system.
3. Extent to which deputies handle funds.
4. Whether official handles several accounts, making it possible to cover up shortages by making transfers between accounts.
5. Extent to which official is responsible for funds in depository or supplies in stock.
6. Training, experience, and character of the official.

These factors are more favorable in the larger school systems as a rule, and hence the amount of the bond, relative to the money or material handled, may safely be smaller in such systems.

Since state-aid money is paid to the districts in installments and since local taxes are also collected in installments in many districts, both the total amount of money handled and the maximum amount on hand at any time should be considered in connection with determining the amount of the bond.

We may exclude consideration of bonds for tax collectors and treasurers in cities, since they do

¹Address delivered at Conference on Public-School Business Administration, Teachers College, July 19, 1935.

²Past President of the New York State School Boards Association, Mount Vernon, N. Y.

not come under the jurisdiction of the school boards. I suggest the following as a safe formula for use in reference to all other officials responsible for school funds in all other districts except common-school districts:

Five per cent of the total amount handled or 20 per cent of the maximum amount on hand at any time, whichever will result in the greater amount.

For storekeepers, I suggest that the amount be fixed at from 5 to 10 per cent of the average investment in supplies under their care, as a deterrent to misappropriation of supplies or carelessness in supervision of subordinates. The smaller figure should be used only where a careful checking system and annual inventories are provided.

In common-school districts where, as we have seen, there are no adequate checks upon the operations of the officials who are responsible for the collection and disbursement of school funds, I suggest that the amount of the bond be determined as follows:

Ten per cent of the total amount handled or 40 per cent of the maximum amount on hand at any time, whichever will result in the greater amount, with a minimum of \$500.

This would be less than is required in some instances by the New York state law. I believe that this law is somewhat excessive in its requirements in some cases, as, for example, in case of the supervisor-treasurer; and is materially weakened by its failure to specify corporate surety bonds in all cases.

Special Features of Public-Official Bonds

Public-official bonds differ from other surety bonds in that they "indemnify the state, county, city, or district against loss, up to the amount of the bond, in case the principal shall not faithfully perform his official duties or shall fail faithfully to account for and pay over to his successor any of the money or property of the beneficiary that may come into his custody."

Such bonds therefore protect the district against losses that are occasioned, not only through dishonesty (as in the ordinary surety bond) but also those due to ignorance, carelessness, burglary, fire, and in many cases, bank failure.

Bonds should be checked to see that they comply with statutory requirements and contain no riders or clauses intended to limit the surety's liability.

Bonds containing this "faithful performance" clause can be demanded only when the law requires that the official be bonded, hence the desirability of such legal requirements in all cases.

The bond takes effect from the date of its delivery and acceptance and where the statutes require the bonding of an official, such official has no legal standing until his bond is accepted.

These bonds can be canceled only with the agreement of the beneficiary, and they cover official acts of the principal's deputies.

The liability runs only for the period designated in the bond and covers only those funds in the hands of the official when the bond is executed and those received during the term of the bond.

If new duties or responsibility for additional funds (such as a special bond issue) are placed upon the official, a new bond should be obtained and if the term of office is extended, a bond should of course be executed for the period of the extension.

Claims for losses may be made against the surety at any time within the statute of limitations, but proof must be provided that losses occurred during the term of the bond, in order to collect. This is difficult after the lapse of considerable time. Unless the accounts of officials are audited before the expiration of their terms of office the protection of the bond is partially lost.

Annual bonds for an official whose term of office is more than one year are cumulative.

If losses exceed the amount of the bond, the official is liable, personally, for such excess amount, and the school-district claim has priority over any claim of the surety company against him.

Cost of Bonds

The premium costs of public-official bonds vary for different officials in the same state and between the states for the same officials. A uniform rate applies, however, within a state for the same office.

The rates for school officials in New York state are as follows:

Tax Collector: \$2 per \$1,000 of the amount of the tax roll with a maximum premium of \$10 per \$1,000 of the penalty of the bond.

Treasurer: \$25,000 or less, \$7.50 per thousand; from \$25,000 to \$50,000, \$6 per thousand; above \$50,000, \$4.50 per thousand.

Employees of School Boards: \$4 per thousand with a minimum of \$5.

Summary and Recommendations

Every official who is charged with the care or management of school funds or with supplies in quantity, and who may cause financial loss to the school district by an act of wrongdoing or negligence, should be bonded with a corporate surety bond of the public-official type, containing a "faithful performance of duty" clause.

Legislation will be required in most states to bring about this condition.

The desirable amount of coverage is dependent upon a number of factors having to do with accounting system, the auditing of accounts, publicity given to reports, the total amount of money handled and the amount on hand at any time.

Suggested formulas for determining the amount to be carried under present conditions in New York state were given.

The amount to be carried may be kept at a minimum by the adoption of suitable checks upon officials and by annual audits, thus making defalcations more difficult and more quickly discoverable.

Bond premiums should always be paid from the school funds. These premiums are in the same category as fire and casualty insurance premiums.

The cost varies between states for similar offices and within a state for different offices. Rates are based upon loss experience and average about one-half of 1 per cent of the face of the bond.

North Dakota established a state bonding fund in 1918, and results to date indicate that the plan

is worthy of careful consideration. The premium rates have been approximately one half those charged by the commercial companies.

Any legislation in regard to bonding of school officials should delegate to the state comptroller authority for determining the adequacy of coverage on the final acceptance of the bond, as few board members are competent to pass upon such matters.

Pending the enactment of new legislation in regard to bonding in New York state, it is recommended that the state board of regents require the filing of an affidavit that officials have been bonded in accordance with the existing law before certification of the state-aid allotment to a district.

From the standpoint of the safety of school funds as well as the welfare of the children, it would be desirable to enlarge the administrative unit. Pending the accomplishment of this, however, maximum safety of the funds at minimum cost could be procured by making the county treasurer the custodian and treasurer of all common-school-district funds.

It may be argued that the losses under existing practices have not been sufficient to warrant any such extension of bonding as I have outlined above. It is true that the known losses have not been great, compared with the vast sums handled, but just as in the case of a fire loss or accident claim, when the loss comes to the individual or district it may be a catastrophe if no insurance protection has been provided. Furthermore, the unknown losses which might have been prevented through the deterring influence of a surety bond should also be considered.

However, it should be constantly borne in mind that the value of any surety is slight unless the necessary steps are taken to ascertain periodically whether the bonded official has performed his duties faithfully. Otherwise losses will remain undiscovered. Such checking is the responsibility of the beneficiary, not of the surety.

Workmen's Compensation For Teachers Injured Enroute to School

M. M. Chambers, Ph.D.*

Two years ago several judicial decisions regarding teachers' claims for awards under workmen's compensation acts were reviewed in the SCHOOL BOARD JOURNAL.¹ This article disclosed the general rule that employees are not entitled to compensation when injured en route to or from the place of work, but exhibited several important exceptions—notably when the employee is proceeding in response to some extraordinary call of his employer, or is in the act of doing some special service in connection with his work and in the advancement of his employer's interests.

At that time the latest case was the Inglish Case in Ohio, wherein the decision was in favor of the claim of the widow of a teacher who was accidentally killed by an automobile while walking home from school along a country road, carrying some examination papers which he was accustomed to grade at home. In this case the county superintendent of schools testified that the teacher's time during school hours was entirely taken up with the schedule of classes, and that he was definitely expected to do such work as the marking of papers at home.

It also appeared that there were no lighting facilities at the schoolhouse, and that this would have made it impossible for him to do the work there after school hours, at the season of the year when the accident occurred. Under these circumstances, an award of compensation to the widow was held justifiable. Said the court: "He was furthering the interests of his employer and had the subject of the work with him at the time of the accident. . . . His schoolwork at home was as much a part of his work as his work in the school hours, and while he was en route from the schoolhouse to the situs of further work upon school examination papers he was clearly within the scope of his em-

ployment, and his injury, happening at that time, arose out of such employment."²

Ohio Court Reverses Itself

In a later and somewhat similar case, the Ohio Supreme Court has reached a different conclusion, and expressly overruled its own decision in the Inglish case. Here compensation was asked for the death of a woman teacher in the public schools at Warren, Ohio, who lived seven miles from the city, and was killed in a collision between an interurban car and her father's automobile, as her father was driving her from home to school. Here again it was shown that the teacher had some pupils' papers with her at the time of the accident. However, the superintendent of schools testified that whether or not teachers should do any schoolwork at home was left entirely to the judgment of each teacher, and that he had never ordered or required the decedent to do any work at her home. At the school building there were comfortable quarters reserved for teachers, where they could work after or before school hours if they wished.

Rejecting the reasoning of the Inglish decision, the court in this case declared: "It would follow from an application of that theory that the workmen's compensation fund would become a general insurance fund covering accidental injury or death of such employee whatever the cause and wherever and whenever it may have occurred. Payment would thus be required in this case had the injury been caused by a fall or otherwise in the decedent's own home." Accordingly, the lower-court judgment awarding compensation was reversed.³ Though admitting that there are differences between the two cases, the court expressly overruled its earlier decision in the Inglish case.

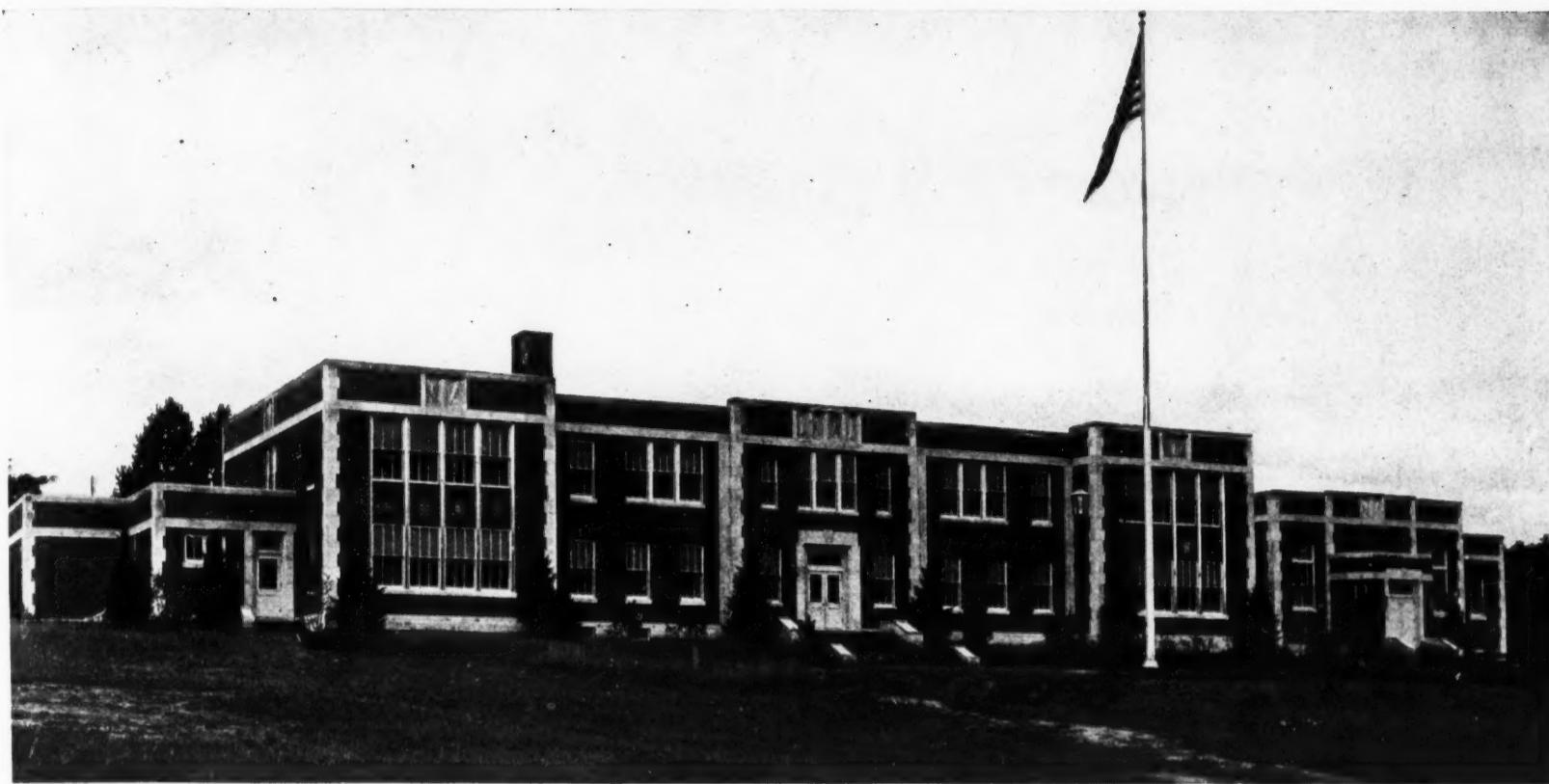
(Concluded on Page 62)

*Of the Staff of the Brookings Institute, Washington, D. C.

¹Chambers, M. M., "The Application of Workmen's Compensation Laws to Teachers and School Employees." AMERICAN SCHOOL BOARD JOURNAL (June, 1933), pp. 20-21.

²Inglish v. Industrial Commission of Ohio, 125 O. S. 494, 182 N.E. 31, 83 A. L. R. 210 (1932).

³Industrial Commission of Ohio v. Ginter, 128 O. S. 129, 190 N. E. 400, 92 A. L. R. 1032 (1934).



GENERAL EXTERIOR VIEW, WESTPORT CENTRAL SCHOOL, WESTPORT, NEW YORK
Quentin F. Haig, Architect, Westport, New York.

The Westport Central School Building

Quentin F. Haig, Architect

Westport, Essex County, New York, is essentially a residential village. The Central School District includes the village of Westport and eight outlying districts. The area served by the school is about 25 square miles, and the total school population is approximately 400. There are no industries in the village, and the outlying districts are devoted principally to dairy-ing and farming. The school population has remained fairly constant over the period of the last ten years, and because of this fact, it was possible to closely plan the new building, allowing for only a moderate increase in the number of pupils. The building provides complete elementary- and high-school facilities for 500 pupils. Should this number be exceeded at some future date, the additional rooms, as required, can be added to the second-floor plan.

The building is situated on a site of eight acres, on rolling land, with a superb view of Lake Champlain one-half mile distant to the east and the Adirondack Mountains on the west. The contour of the site established the location of the auditorium, and advantage was taken of the fall in grade to provide ample light in the rooms throughout the ground floor.

The building was completed in the fall of 1933. It meets all requirements of the district and the New York State Education Department, and stands, day and night, as physical evidence of a community activity and of an ideal. The design for the exterior was adopted as being the most practical for the climate of Westport, after checking the costs of several other schemes. It is a departure from traditional design, but presents a pleasing appearance and seems to be in harmony with the surroundings.

The main entrance is in the center of the two-story portion, and faces east. The principal's office, general office, clinic, and teachers' restroom are grouped convenient of access from the lobby and adjacent corridors. The kindergarten, classrooms for the first six grades,

cafeteria, and the combination auditorium-gymnasium are also located on the first floor. The cafeteria is level with the stage and is used in conjunction with the stage when necessary.

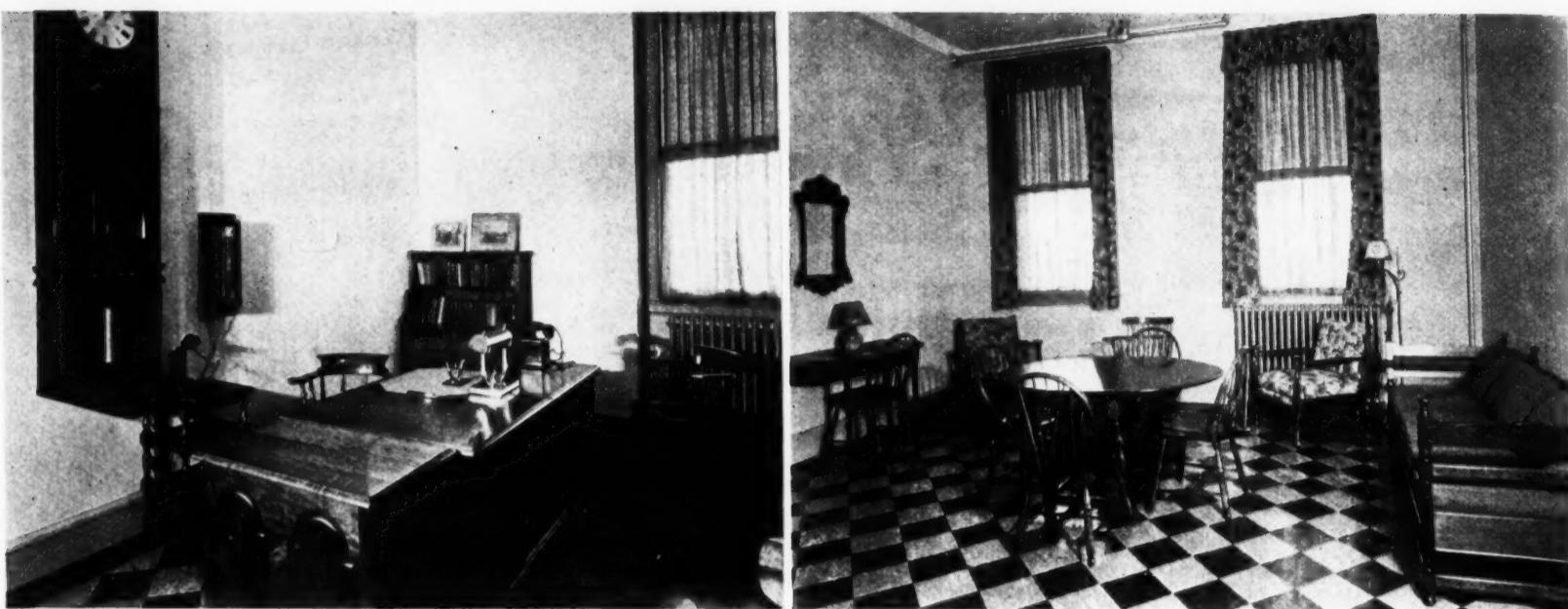
The second floor contains the seventh- and eighth-grade classrooms, high-school recitation rooms, laboratory, study hall, library, and locker alcoves. The ground floor contains, besides the various spaces required for the mechanical equipment, a music room, workshop

with an outside entrance, locker and wash-rooms, lower gymnasium, room for physical director, and a small room used by the high-school pupils for the publication of the school magazine.

In the rear of the building there is a garage to house the busses used for transportation of pupils living in the outlying districts and connected to the building by a portico, which permits loading and unloading of the busses under cover.



THE LIBRARY, WESTPORT CENTRAL SCHOOL, WESTPORT, NEW YORK, IS THE CENTER OF ACADEMIC WORK AND ADJOINS THE MAIN STUDY ROOM



THE PRINCIPAL'S OFFICE IS THE NERVE CENTER OF THE SCHOOL

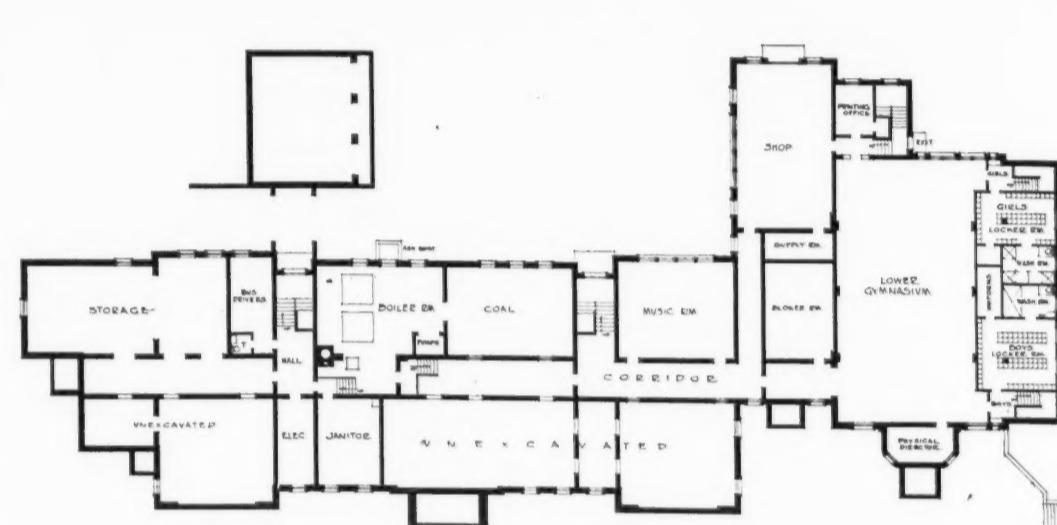
WESTPORT CENTRAL SCHOOL, WESTPORT, NEW YORK

Quentin F. Haig, Architect, Westport, New York

The building is of fireproof construction throughout. The exterior walls are of hollow tile 12 inches thick, veneered with rough-texture brick of the full range of the red group of colors as they come from the kiln. The brick is laid up in a modified Flemish bond, with mortar joints $\frac{1}{2}$ inch wide. All trim, sills, base, copings, etc., are of Indiana limestone. Stainless steel is used as the finish for the mullions, heads, and jambs of the windows in the bays at each end of the two-story portion of the east front; the spandrels are of heavy copper, allowed to weather, and the ornament in panels is of cast bronze. The exterior steps, platforms, and walks are of the same brick as used for the exterior.

The roof construction of the auditorium and stage is of steel. Girders and purlins are supported by steel columns, with interlocking steel roof deck slabs spanning the purlins. All other roof construction and all floor construction consists of steel bar joists spaced 12 inches

THE TEACHERS' REST ROOM IS ATTRACTIVE

GROUND FLOOR PLAN, WESTPORT CENTRAL SCHOOL, WESTPORT, NEW YORK
Quentin F. Haig, Architect, Westport, New York.

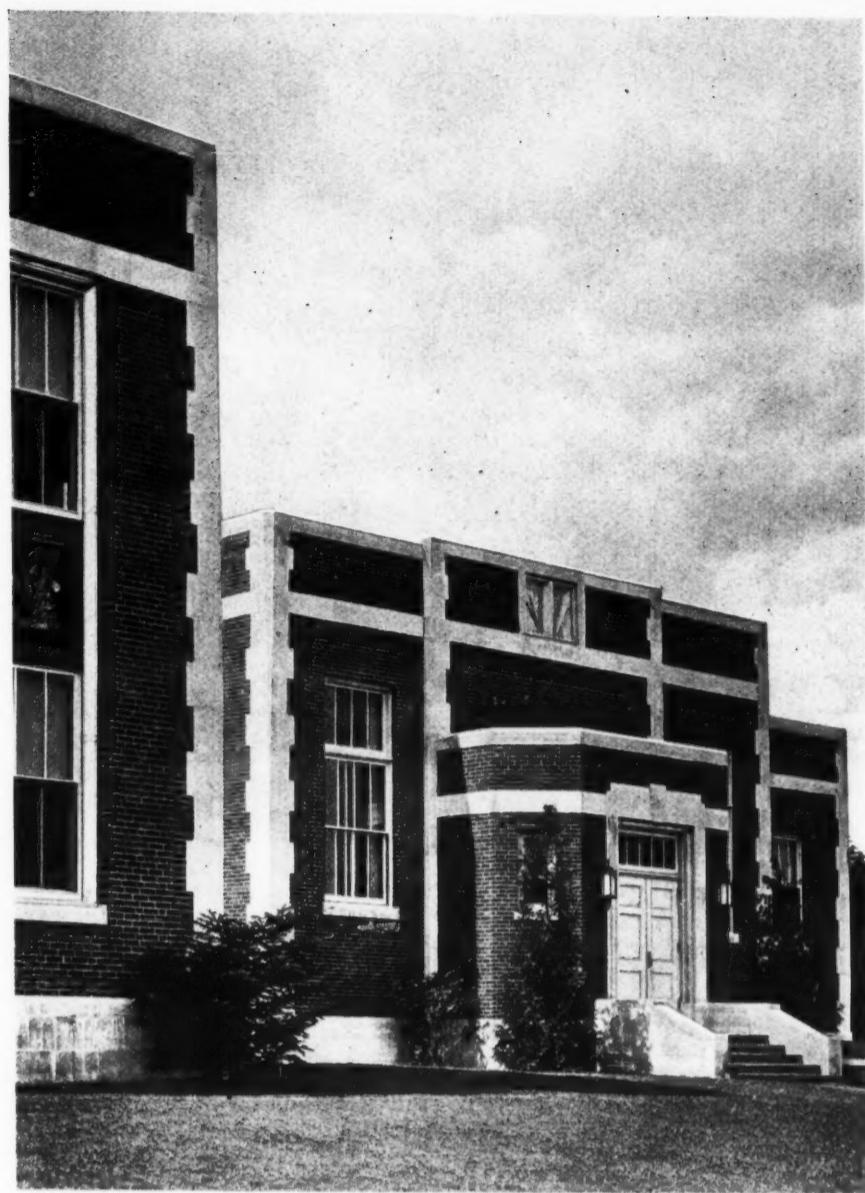
AUDITORIUM-GYMNASIUM, WESTPORT CENTRAL SCHOOL, WESTPORT, NEW YORK, IS IN CONSTANT USE FOR SCHOOL AND COMMUNITY GATHERINGS

on centers with reinforced-concrete slabs. The steel deck roofs are insulated with $1\frac{1}{2}$ -inch thickness of celotex, and all roofs are covered with tar, felt, and gravel built-up roofing carrying a 20-year bonded guarantee. All floors and roofs, except roofs of auditorium and stage, are carried upon bearing walls of concrete, brick, or load-bearing hollow tile.

All exterior lighting fixtures are of bronze. An interesting feature of the exterior of the lighting is the floodlighting of the entire façade accomplished by means of reflectors with lamps of 1,000-watt capacity concealed in lampposts located 90 feet apart across the entrance driveway and centered on the main entrance. These lampposts also each contain one 100-watt lamp on a separate circuit and light the driveway in the regular manner when the floodlights are not in use. All exterior lighting is controlled from the principal's office.

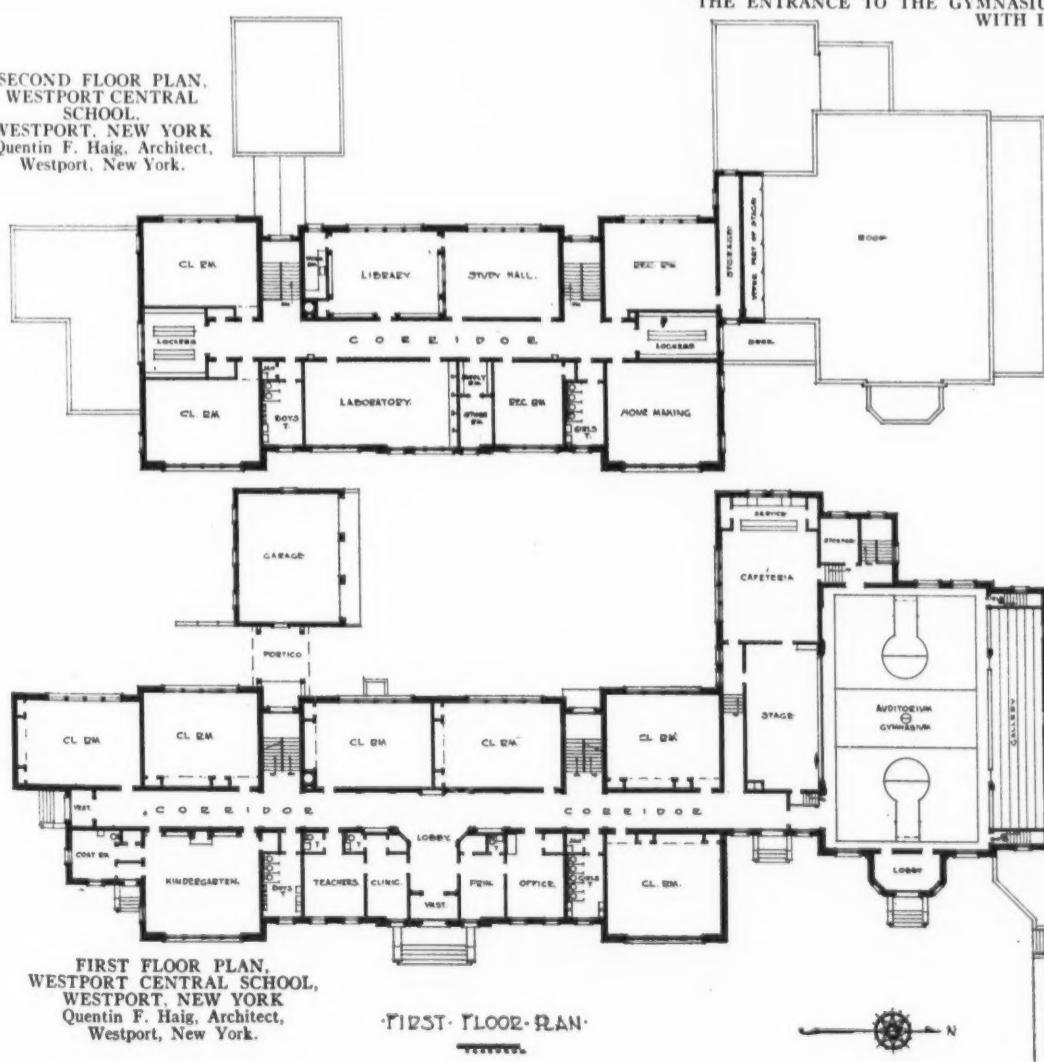
The entrance vestibule is finished with artificial Travertine stone wainscot 7 feet high, with marble base. The lobby is finished with a marble wainscot 3 feet 6 inches high, with cap and base, and with marble pilasters having molded caps and bases. All marble is of Rose Tavernelle, a marble imported from Italy. All corridors have a wainscot of Keene's cement with wood cap and green slate base. The base in the cafeteria is of green slate as are also all treads and landings of all stairways. Walls of stairways are of buff-colored brick. The floors of all corridors, lobby, vestibules, teachers' restroom, principal's office, and general office are of marbleized rubber tile in red, green, and black colors. The floors of the cafeteria and laboratory are finished with marbleized asphalt tile. All toilet rooms and washrooms, including the locker rooms in the ground floor, have tile floors and wainscots. All partitions throughout washrooms are of green slate. Partitions of first- and second-floor toilet rooms are of metal with gravity opening doors.

The wood finish throughout the lobby, ves-



THE ENTRANCE TO THE GYMNASIUM-AUDITORIUM IS TREATED IN KEEPING WITH ITS IMPORTANCE

SECOND FLOOR PLAN,
WESTPORT CENTRAL
SCHOOL,
WESTPORT, NEW YORK
Quentin F. Haig, Architect,
Westport, New York.



FIRST FLOOR PLAN,
WESTPORT CENTRAL SCHOOL,
WESTPORT, NEW YORK
Quentin F. Haig, Architect,
Westport, New York.

FIRST FLOOR PLAN

tibules, stage apron, and library and all interior doors is of selected red birch, stained and finished a brown mahogany color. All other wood finish throughout the interior is of birch, painted, and enameled an ivory-cream color. All corridors, lobby, and vestibules are finished in a green color to harmonize with the rose-colored marble and the green slate.

The auditorium is wainscoted to a height of six feet with buff-colored brick; the low wall at the front of the gallery is similarly treated. Bull-nosed brick is used to provide rounded corners for all angles. The gallery is equipped with bleacher seats and has a capacity of 280. The stage is completely equipped with disappearing footlights, border lights, and three sets of scenery, including a cyclorama. A switchboard is located on the stage for the control of all lighting throughout the auditorium and stage. Portable seats are provided for the auditorium and are stored in trucks under the stage, when not in use.

The building is completely wired for radio and a public-address system, but the central station has not as yet been installed. The program-clock and intercommunicating telephone systems are combined. The program changes are accomplished by means of a revolving cylinder which seems to be an improvement over the systems using paper tape or metal disks.

The building is heated with steam furnished by two large cast-iron boilers, one of which is adequate for heating the building except under the most severe weather conditions. The heating system is what is generally known as the



THE LABORATORY, WESTPORT CENTRAL SCHOOL, WESTPORT, NEW YORK,
IS OF THE DOUBLE-USE TYPE

vacuum type, with a vacuum variator which prevents underheating or overheating and delivers to all radiators simultaneously and regardless of the distance from the boilers, a quantity of steam necessary for properly heating the spaces in which radiators occur. One boiler is fired by an automatic stoker, using a high-grade soft coal which burns without smoke. The entire system is equipped with thermostatic and manual temperature control.

The cost of the entire project, including pur-

chase and development of the site, driveways, parking space, walks, building and garage, flagpole, new furniture throughout, shades, hangings, screens, weather-stripping, stage equipment, gymnasium apparatus and architect's fee was in the amount of \$185,000. The cost of the building and garage, based upon the contracts for the construction, was in the amount of 24 cents per cubic foot, or a cost of \$370 per pupil station.

Is the School Building *Watertight?*

H. A. Frommelt

Watersealing a building may be extremely difficult: A combination of periodically recurring, hard driving rains and poor building materials, parapet walls, underground springs, an undue amount of surface water, or proximity to a source of water under pressure may constitute a major administrative problem. The difficulty is considerably enhanced, first, because of the differences of opinion among experts as to causes and remedies and, second, because of the numerous questionable and yet expensive though highly advertised remedies that flood the market. The present discussion will confine itself, therefore, to a presentation of known facts concerning causes and such remedies as have been found reasonably successful.

Infiltration may be caused by water under continual pressure in close proximity to a part of the structure, or simple absorption of moisture from the elements or a near-by source of water through the building materials. Thus, a foundation wall may lie below the level of a near-by river or lake, placing that part of the structure under a continual hydrostatic pressure. Or the walls, including the foundation, may be absorbing moisture from the elements, the atmosphere, or a near-by source of water that is intermittent and only occasionally present.

If parts of a structure, such as a foundation wall, are subjected to water under pressure, experience indicates that an entirely different remedy for watersealing must be resorted to. The customary membranes, sprays, or paints

are ineffective; therefore, it is necessary to resort to either a waterproof grouting or ironite that is worked onto that part of the structure as a separate course through which water under pressure is filtering in. The application of these materials is relatively expensive but quite effective. Waterproofing of a wall under construction can be accomplished by applying the material on the outside; if the building is *in situ*, the sealing may be accomplished by applying grouting or ironite to the inside surface.

The more usual problem of sealing, however, arises in connection with either surface water or absorption through walls subjected to driving rains. Perhaps the best approach to a solution under these conditions is attempting such preventive measures as lie at hand during the building stage by using proper materials and methods of construction. Most authorities, though not all are agreed that a low-absorbent stone or brick in combination with a 2-inch air space will reasonably waterseal a structure against damage to plaster walls and interiors. The most important of these, apparently, is a uniform 2-inch air space built into the wall for which some excellent special equipment has been evolved and which the administrator will do well to carefully examine and consider while the building is in the planning stage.

Good construction methods in these days when slipshod mechanics are all too prevalent, are even more difficult of consummation. Bricks must be thoroughly wetted down to prevent undue absorption of moisture from the mortar. Hairline cracks in the joints are considered to

be one of the most general causes of water infiltration. Only too frequently bricks are not properly laid in sufficient mortar of proper richness and mixture. These items can only be checked through adequate specifications, and more important still, up-to-the-minute inspection methods. But it is quite generally agreed that given good building materials and quality workmanship, a building will withstand ordinary water infiltration that comes with driving rains or a long spell of moist weather.

Eflorescence, or the formation of saltpeter resulting from the chemical action between absorbed water and the elements in the brick itself, while not as serious a problem as the damage due to infiltration to interior walls, can be prevented or remedied by spraying the surface of the brick with a colorless oil that in no way alters the appearance of the wall. A preparation, the base of which is a Chinese tung oil, has proved quite effective for this purpose.

Water filtering through a foundation or basement wall that has its source in surface water, for example, can be prevented by spraying with a waterproofing oil after the surface has been thoroughly dried. Usually this can be accomplished by drilling properly spaced holes in the wall and draining off the offending water. The waterproofing may be applied quite effectively only after the structure has thoroughly dried; it is important that this item in the specification be conscientiously heeded.

The sealing of existing superstructure walls that, either because of poor materials, poor workmanship, or a combination of both, are damaging interiors by absorbing water, must be attempted by using one of the numerous waterproofing materials that flood the market. The difficulty here consists in making the proper choice. Some widely advertised sprays or paints are relatively expensive, though it is not at all certain that they are more effective than the less expensive products. Careful investigation and reliance upon the experience of others is perhaps the only safe recommendation that can be given in a discussion of this kind.

Attention must also be called to the fact that some commercial preparations are effective in sealing against water only for a limited period. The waterproofing materials evaporate or disintegrate with age under the action of the elements. It is claimed for some of these materials that the low first cost justifies an application every five years; obviously, the proof of this can only be determined by experience under a given set of conditions.

Careful consideration of this problem of watersealing should be given during the planning and building stage. If the finances do not permit the additional expenditure for good materials and workmanship, no amount of wishful thinking will obviate a subsequent outlay for this purpose. Carefully written specifications backed by lynx-eyed inspection will, though expensive, eliminate or at least reduce this irritating administrative difficulty.

The problem of watersealing existing structures cannot usually be solved by guessing as to the cause of the infiltration and an application of that waterproofing which is most successfully heralded in the advertising pages and columns of reading matter. A careful analysis and study must precede any action: First, the source, then the reasons for the infiltration, must be determined, if possible. Water seeping through basement walls is not always easily traced as to its source; and yet, as stated before, this is essential before applying the remedy. Water under pressure must be treated differently from plain absorption through relatively porous materials. In the former instance, only the addition of a waterproof course on the structure itself will seal the wall; in the latter, the application of a spray or paint may prevent absorption.

(Concluded on Page 75)



GENERAL EXTERIOR VIEW, LEE ELEMENTARY SCHOOL, COLUMBIA, MISSOURI
Bonsack & Pearce, Architects, St. Louis, Missouri.

The Robert E. Lee Elementary School, *Columbia, Missouri*

W. E. Rosenstengel, Pb.D.¹

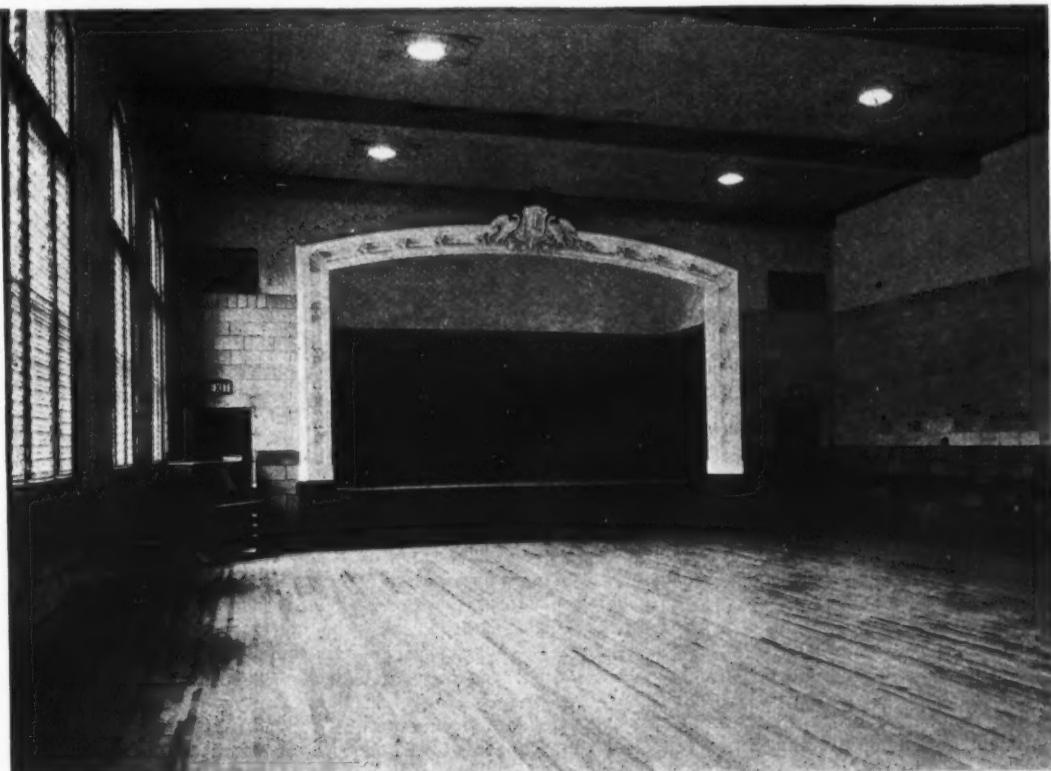
The Robert E. Lee Elementary School, in Columbia, replaces an old building of the same name which had served the southeast section of Columbia for over three decades. The new Lee Building, completed March 1, 1935, was one of four buildings completed under PWA grants. The architects were Messrs. Bonsack & Pearce, Inc., of St. Louis, Missouri.

It was the aim of all who had a part in the planning to make the building a real home for children. Elementary grades one to six, inclusive, are housed in the building. The site is located in the University and Stephens College area. The exterior design is English, the walls being of variegated shades of red brick, laid up in light-buff mortar, with gray-colored cast-stone trim and random rubble stone base. It was necessary to have the building facing the north. Since this was the case, the auditorium-playroom was put in the front. The slope of the site is such that one entrance is the level of the corridor and stage, and the other entrance is the level of the auditorium-playroom. As this is an open-type building, additions can be constructed easily when needed.

The first-floor plan shows how provisions have been made for the auditorium-playroom, office, toilets, three classrooms, and kitchen, or home-economics room. The first- and second-grade rooms are each provided with large activity rooms. In the primary or first-grade room one finds a toilet room, washbasin, and drink-

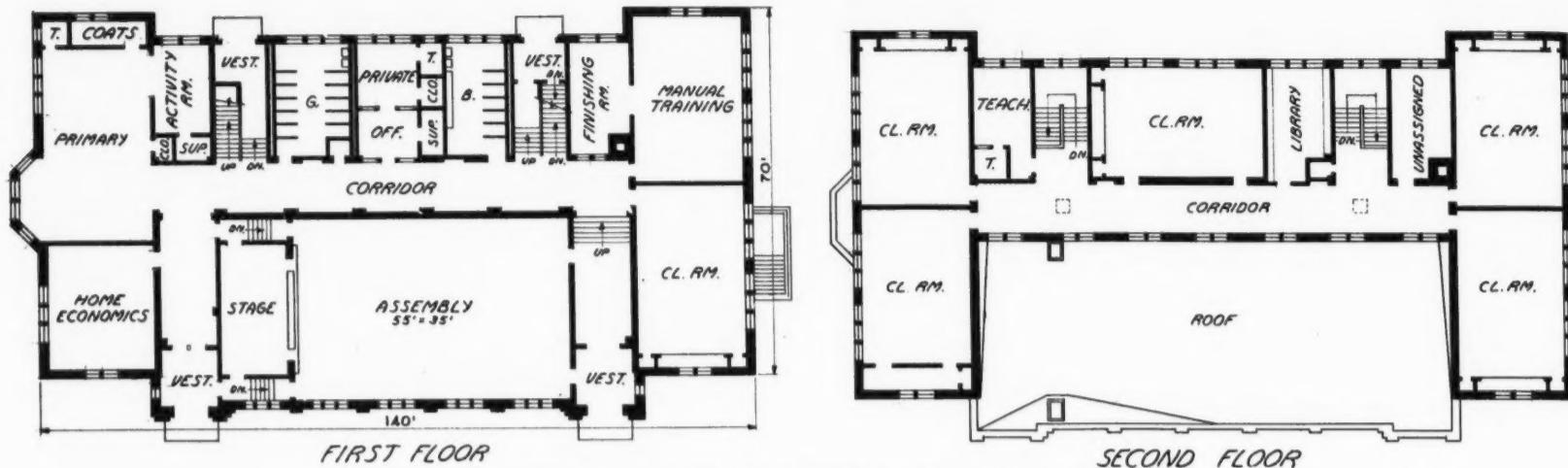
ing fountain. The windowpanes in the bay window have pictures of nursery characters. The

space at the bay window makes an excellent place for a recreational reading table. On the



AUDITORIUM-GYMNASIUM, LEE ELEMENTARY SCHOOL, COLUMBIA, MISSOURI
Bonsack & Pearce, Architects, St. Louis, Missouri.

¹Superintendent of Schools, Columbia, Mo.



FIRST AND SECOND FLOOR PLANS, LEE ELEMENTARY SCHOOL, COLUMBIA, MISSOURI
Bonsack & Pearce, Inc., Architects, St. Louis, Missouri.

second floor there are five classrooms, teachers' restroom, library, and music room. A small basement under part of the building contains boiler room, coal room, ash room, storage room, and janitor room.

The construction is fireproof. Walls throughout are brick, the floors and ceilings are metal bar joists, and the assembly-room roof and ceiling are carried by steel beams. The roof over the classrooms has wood rafters and asbestos shingles. All exterior metal work is copper.

The corridor surface floors and stair treads are asphalt tile, and the auditorium and classroom floors are hard maple.

The classrooms have plastered walls, natural slate blackboards, cork bulletin boards, and built-in locker wardrobes. The corridors and the auditorium have sound-absorbing material on the ceilings. The toilet rooms have tile walls, steel toilet partitions, and composition floors.

The heat for the building is furnished by a low-pressure, tubular-firebox steel boiler, with an overhead-supply and a gravity-return pipe system. An electric boiler-feed pump delivers the condensation back into the boiler. Unit-system ventilation is provided, each room having its own individual ventilating system. The air is exhausted into the corridors, then to roof. The exhausts in the toilet rooms are direct to the roof. The heating and ventilation units are controlled by an automatic compressed-air system. The auditorium-playroom has individual control.

The building is equipped with automatic program clocks, telephones, and radio equipment. Provisions are made that the auditorium-playroom can easily be darkened to permit the use of motion pictures.

The total cost of the building, excluding equipment and site, is slightly less than \$77,000. There are 220,748 cubic feet included in the structure and this represents a cost of 34 cents a cubic foot, not including the equipment and site. Each classroom will accommodate forty pupils, or a total of 320 pupils in the whole building. The cost per pupil capacity was \$240.

CARING FOR THE LIBRARY OF A SMALL SCHOOL

Harold A. R. Indall, Superintendent of Schools, Arlington, South Dakota

The problem of the small high-school library is prevalent in the Northwest. With but three or four teachers, the load becomes so heavy as to make it next to impossible to ask the new teacher to take library duties. With so many extracurricular activities to drain the energies of all the teachers, some student participation is necessary.

Some ten years ago, the writer adopted a system of student librarians in a small high school of four teachers. He found this plan the most effective of all those with which he has come into contact. The student group consisted of a head student librarian

and five student assistants. The teacher of English acted as library adviser. The library was open twice daily for an hour at a time, thus giving each librarian two periods weekly. The head student librarian merely directed the work.

In order to make things simple at the beginning of the term, classes were held weekly for a month on the care of the library. The Dewey decimal system was used and a simple system of cards was introduced. It was surprising how quickly these student assistants grasped the idea and the improvements they effected in the library.

Several distinct advantages were noted for the system. Students became well acquainted with the

books and received a practical rudimentary education in library care. Definite responsibility was placed on students, and the overloaded teacher was relieved both of work and of an immediate worry. The use of the library was greatly increased, and the students learned to help one another in the selection of books. The problem of discipline was greatly reduced because the students participated in a practical way in self-government.

The librarians were all volunteers and the groups selected their own head librarian at the beginning of each semester. For their own work they earned honor points such as were awarded for participation in other extracurricular activities.

Twenty-fourth Annual Convention of the School-Business Officials

A Dividend-Paying Program Announced

President James J. Ball of the National Association of Public-School-Business Officials and Mr. Geo. F. Womrath, host to the Association at Minneapolis, Minnesota, have joined in announcing that the general program of the twenty-fourth annual meeting of the National Association of Public-School-Business Officials, to be held on October 14-17, 1935, at the Radisson Hotel, will be largely dominated by papers discussing factual situations. The central objective will be "dividend-paying information," to be presented in the formal papers and round tables so that school-business executives may return to their local schools with material that will more than pay for the expenditure of time and money involved in attending the convention.

Mr. Ball has announced that the principal papers will be read by nationally known school accountants, architects, secretaries, and other business officials of schools, and a number of national guest speakers who have done outstanding research work in special fields of public-school business administration.

Among the speakers will be Dr. Carroll R. Reed, superintendent of schools, Minneapolis, who will discuss "The More Efficient Expenditure of School Money." Another speaker will be Mr. C. E. Campion, superintendent of schools, Two Harbors, Minnesota, on the "Reorganization of School Districts on a County-Wide Basis." A third nationally known speaker will be former Governor A. O. Eberhart of Minnesota, who will discuss "Federal Housing Administration." It is expected that he will make clear school-administrative problems arising from extensive federal housing projects.

School architecture will receive unusual attention at the convention. An outstanding speaker will be Dr. Homer W. Anderson, superintendent of schools, Omaha, Nebraska, who will read a paper "Adapting the High-School Building to the School Program." The subject is one in which Dr. Anderson has specialized for many years. Another important speaker will be Mr. H. W. Schmidt, supervisor of buildings, Department of Public Instruction, Madison, Wisconsin.

Specialized papers on phases of school planning will be read by Mr. C. L. Wooldridge, architect

of the board of education, Pittsburgh, Pennsylvania, and Mr. Wm. B. Ittner, architect, St. Louis, Missouri. "Phases of the Building Problem" will be discussed by Mr. Ernest T. Fritton, formerly superintendent of buildings for St. Louis, Missouri. "The State Point of View on the State Planning and Construction" will be presented by Mr. N. E. Viles, director of school building surveys, Missouri State Department of Public Schools, Jefferson, Missouri.

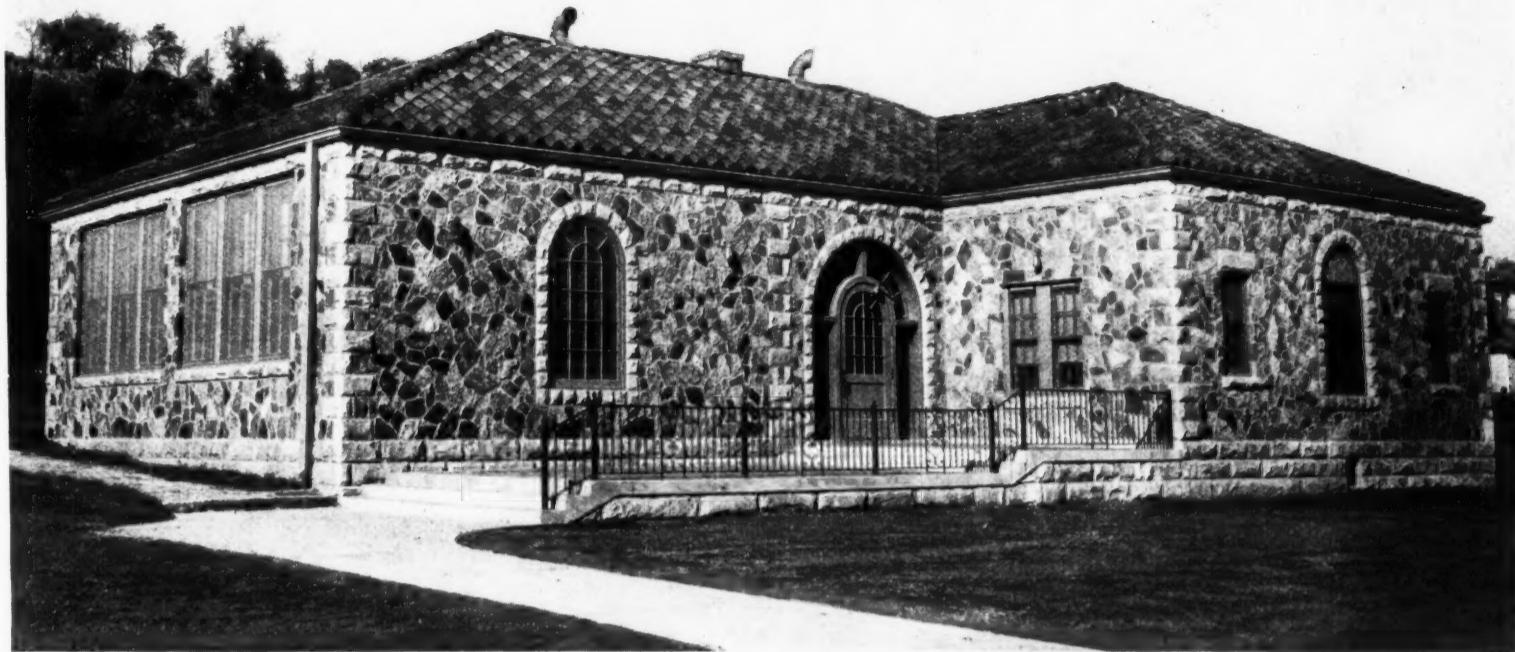
"The Broad Problems of Co-ordinating School and City Planning" will be discussed by a man who has had experience in both fields—Mr. Charles D. Anderson, in charge of school-building planning and construction for the State Department of Public Instruction, Trenton, New Jersey. "Problems of Accounting and School Statistics" will be discussed by Mr. Ira G. Flocken, chief accountant and statistician for the Pittsburgh board of education.

Mr. John W. Lewis, assistant superintendent of schools in charge of business affairs, Baltimore, Maryland, will present "The Use of Tabulating Machinery as an Aid to Business Administration of Schools." Dr. H. H. Linn, business manager of the board of education, Muskegon, Michigan, who is the leading authority on economy in school-business administration, will read a paper on "The Purchase of Janitorial Supplies."

The Association will receive the reports on two research studies carried on by special committees.

The local program, consisting of papers and demonstrations by skilled operatives of the Minneapolis school system, will be held on October 13, 14, 18, and 19, under the direction of Mr. Geo. F. Womrath, business superintendent of the Minneapolis school system. These will be in addition to directed tours of the Minneapolis school buildings and of the Minneapolis school-plant administration building. Opportunity to visit the Minneapolis Training School for Janitor-Engineers will be arranged.

The Association has obtained a reduced railroad-fare rate on the certificate plan, and school authorities who attend the convention have been requested to ask their local ticket agents for certificates entitling them to the reduced fare.

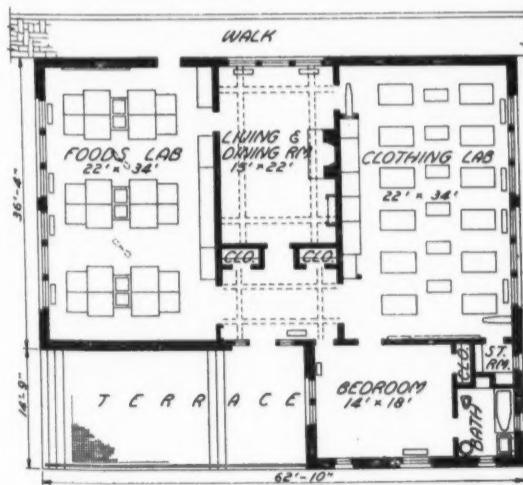


THE LILLIAN PEEK HOMEMAKING BUILDING AT MINERAL WELLS, TEXAS, IS LOCATED ON THE GROUNDS OF THE HIGH SCHOOL

THE LILLIAN PEEK HOMEMAKING BUILDING, MINERAL WELLS, TEXAS

The Peek Homemaking Building, which was opened at Mineral Wells, Texas, in February, 1934, is a decided departure in the field of home economics. Plans for the building were started early in 1933 and the building was completed and occupied early in 1934. It is an up-to-date home-economics cottage and constitutes a department of the local high school.

The building is constructed of native rock, in the semi-Georgian style of architecture. The exterior facing is rubble sandstone, trimmed with rock-faced ashlar. The bearing walls have structural steel lintels and reinforced-concrete belt, concealed at the ceiling plate, and the roof is of wood frame. The ceilings are of celotex; the floors, tile.



FLOOR PLAN OF THE BUILDING

The floor area consists of a foods laboratory, with tile floor, plastered walls, and ample cabinet room. It is equipped with six stoves, and an equal number of sinks and tables. There is a large blackboard, an icebox, and kitchen equipment. Adjoining the foods laboratory is a combined dining room and living room, with a large tile fireplace, hardwood floors, dark woodwork, and wrought-iron, rustic, electric wall lamps.

Another feature is the clothing laboratory, which is equipped with cabinets, sewing machines, tables, closet space, and bulletin



THE FOODS LABORATORY

board. Next to this is a bedroom, appropriately tinted and furnished, and adjoining it is a well-equipped bathroom.

Heat for the building is supplied by gas radiators, with revolving ventilation to the attic.

The building has a pupil capacity of 350 in five daily periods and the present enrollment is 120 pupils.

The cost of the building was \$11,200, which with \$2,000 for the equipment, brought the total cost to \$13,200. The cost per cubic foot was 24 cents for the building, and 10 cents for the equipment. The per pupil cost was \$41.25.

The building was erected under the supervision of Mr. A. Howell, architect, of Palo Pinto, Texas.

FEDERAL LOANS FOR PUBLIC SCHOOLS

The sum of \$10,000,000 has been appropriated by the Federal Government for the relief of tax-supported public-school districts throughout the United States. The Reconstruction Finance Corporation has been intrusted with the task of making

loans with whom all applications must be filed.

Those who contemplate becoming borrowers under this act must, either as a state, municipality, or other public body, possess the authority to incur indebtedness for the benefit of public schools. The conditions and security for loans exacted are the following: (1) The term of any loan shall not exceed 33 years; (2) each loan must be reasonably and adequately secured; (3) the borrower must agree not to enter into other obligations so secured; (4) the borrower will pay on the loan each year amounts in excess of the sum required to pay cost of operation and maintenance of schools.

No loans will be made until the Reconstruction Finance Corporation has caused an appraisal of the taxpaying ability of taxing unit and has satisfied itself that the obligation to be entered into and the conditions set forth can be adequately met.

The instructions finally provide that "the proceeds of any loan applied for by a borrower may be paid either to such borrower or to the holders or representatives of the holders of the bonds, notes, and/or other obligations to be reduced and refinanced in connection with such loan, and such loans may be made up on promissory notes collateralized by such bonds, notes, and/or other obligations or through the purchase of securities issued or to be issued by such borrower."

Tyler Balances the School Budget

H. E. Jenkins*

The public schools of Tyler, Texas, have undergone a most unusual experience in the past five years which has demanded the utmost administrative skill and careful budgetary management. The budget statement of the Tyler Independent School District for 1935-36, submitted and unanimously approved at a public meeting of the Chamber of Commerce and other taxpayers, reviews the unique problems that Tyler schools have faced and the present financial condition of the school district in spite of these problems.

Tyler is situated fifteen miles from the East Texas oil field, the largest oil field in the world. When oil was discovered in this area, Tyler, with a population of 17,000, was the largest city in the vicinity, and naturally it became the center of the oil activity. The population increased by leaps and bounds, mounting to approximately 35,000 in 1935. School enrollment practically doubled, which in itself was an emergency sufficient to test the skill of the school administration; coupled with this, however, was the fact that no oil was discovered *within* the bounds of the Tyler school district, hence no abnormally rapid rise in property valuation ensued. School enrollment has increased an average of 500 pupils each year, and, while property valuations have also increased some, assessed valuations have lagged behind the tremendous increase in school enrollment.

The Situation Surveyed

At the time of the first influx of population, the school district had a treasury balance of some \$17,000 accumulated over a period of years, and this small balance was at once expended to meet the emergency. The additional necessary expenditures were such that in the next two years, the district incurred a financial deficit. Superintendent J. M. Hodges and the board of education, realizing that the emergency facing the district was most unusual, at once made a careful analysis and survey of the school situation and set out to cope with it.

Expert assistance was called in to survey the school system, the existing plant, indications of future growth, and in general to forecast and plan for the possible needs of the schools until the year 1940. Necessarily, new buildings were planned, additions to others were built, and additional steps taken to provide for the expected expansion and development of the school system.

Since Tyler has always been a city whose citizens are deeply interested in its schools and in maintaining them at a high standard, the board of education desired to take no steps that would reduce the efficiency of the school system. The board decided that proper facilities must be maintained by all means; and, acting upon the recommendation of the superintendent, a policy of strict budgetary econ-

omy was adopted. Realizing that the first step in maintaining a school system efficiently and economically is an accurate system of accounting, the most approved methods of school accounting were adopted. Proceeding from this step at the superintendent's recommendation, the board's plan included the following measures:

The Administrative Measures Adopted

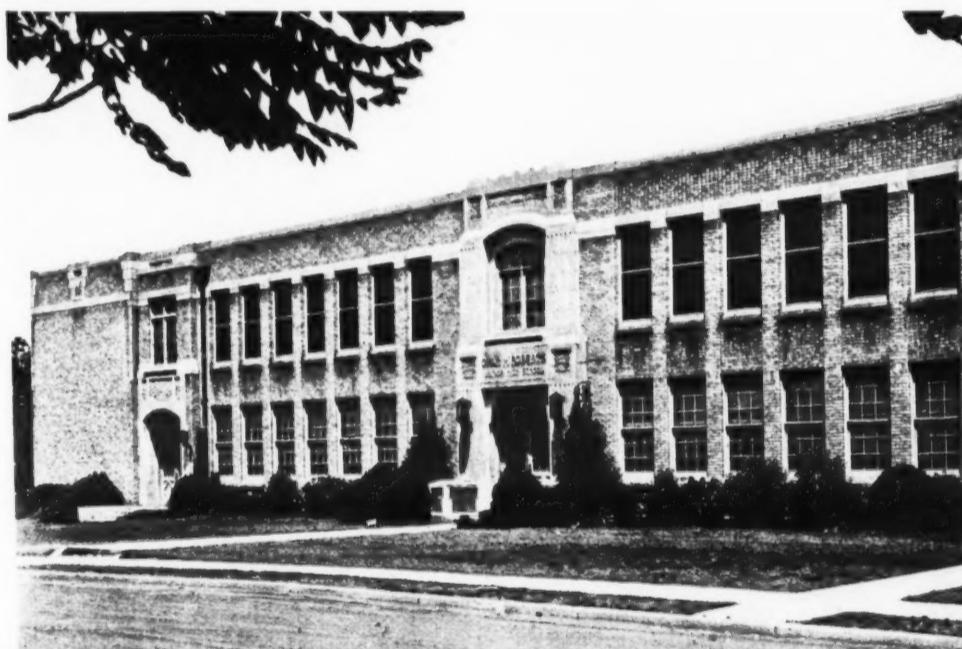
1. A trained purchasing agent, having training in business administration and having years of teaching experience as well as training in the field of education, was employed to make all school purchases according to strict specifications and to analyze every expenditure carefully.

All departments of the schools were placed on a definite budgetary basis whereby all expenditures are planned and justified each spring for the coming year. The use of supplies and equipment is carefully checked; unused supplies are returned to the central supply office at the close of the term; standards of quality and use for supplies were adopted and other similar measures instituted.

2. Building utilization was studied and analyzed with the result that, while the Tyler schools are still crowded due to the increase in enrollment that is still going on, all children at present are adequately housed.



MR. J. M. HODGES
Superintendent of Schools,
Tyler, Texas.



THE ROBERTS JUNIOR HIGH SCHOOL IS TYPICAL OF THE WELL-KEPT SCHOOL BUILDINGS OF TYLER, TEXAS



THE TYLER JUNIOR COLLEGE, TYLER, TEXAS, ALSO HOUSES THE SENIOR HIGH SCHOOL

Under the Public Works Administration and the Works Progress Administration Tyler now has adopted a building program including applications for federal grants for two new buildings and additions and improvements to four others.

3. Teachers' salaries were temporarily reduced ranging from 7 to 10 per cent. The board of education has always felt that the best expenditures made by a school system are for instructional service and it was loathe to make any reductions in this item.

For 1935-36, all salaries below \$1,500 are restored to their former level and those salaries above \$1,500 will be only 4 per cent lower than formerly. The salary schedule has always compared very favorably with cities of similar size, due to the desire to maintain a high standard of efficiency in the teaching staff.

4. The tax rate was increased 10 cents on the \$100 assessed valuation for one year only. The next year, the rate was reduced 5 cents, or 50 per cent of the increase, so that the school-tax rate now is substantially the same as before the influx of population.

5. A new census system of scholastic enumeration was devised and installed whereby practically every child of school age was located and enumerated.

*Assistant Superintendent of Schools, Tyler, Texas.

Since the State of Texas apportions the state school fund (approximately \$17 per pupil) on the basis of scholastic census enumeration, thousands of dollars in revenue have been added to the Tyler district by this measure.

Present Satisfactory Conditions

As a result of these administrative procedures, the Tyler schools find themselves in an excellent condition for 1935-36. All current expenses have been paid and the district has a substantial treasury balance at the close of the present fiscal year; all teachers' salaries are again increased for next year; tax rates are the same as heretofore; the school program has been extended and improved, including the addition for next year of a full-time "parent-education worker"; and, when the present building program is completed under the plan of federal assistance, the city will have a school plant that will be complete in every detail.

An editorial in a local newspaper during the period of rapid population increase summarized the situation as follows:

DISTINGUISHED SERVICE

"By performing prodigies of financing, Superintendent Hodges and the Board of Education have taken what economists call the 'lag' out of the salary cycle of Tyler teachers. . . . In addition, means have been provided for setting aside a fund for relieving these crowded conditions in the Tyler Public Schools.

"Taking into consideration the fact that these economies have been effected without sacrificing any of the high standards maintained by the Tyler schools, it must be evident to all that the citizens have cause to be proud of the showing made by those to whom the responsibility of administrating school funds has been entrusted."

Fire-Insurance Premiums and Indemnities in Arkansas

B. Autrey Lewis¹

Arkansas property owners, during the seven years from 1926 to 1932, inclusive, paid \$23,763,000 more in premiums than a like amount of insurances on similar type of risks would have cost in Delaware.² They paid \$16,000,000 more than the same amount of insurance would have cost at the average premium rate for all states during that period.

The Delaware average rate was 65 cents per \$100, or 75 cents lower than Arkansas's average rate of \$1.36 per \$100.³

The average national rate, including Alaska, the District of Columbia, and Hawaii, was 88 cents per \$100, which was 48 cents lower than the Arkansas average.

The high cost of fire insurance in Arkansas is shown even more strikingly when the records of all states are examined and compared for 34 years, the period covered by the latest edition of *Fire Insurance by States*⁴ — a volume of insurance statistics widely used by insurance men. From 1900 through 1933, stock fire-insurance companies wrote a total of \$9,142,471,100 insurance in Arkansas. The average premium rate for that period was \$1.49 per \$100, compared with a national average rate of 98 cents. Thus the average rate for insurance in Arkansas for the past 34 years has been 51 cents per \$100 more than the average for the United States.

A comparison of insurance costs with fire losses on public-school property in Arkansas seems to indicate that the cost of insuring school buildings may be higher than the loss will justify. It is difficult to make an exact comparison of these two factors in Arkansas because of the fact that school buildings are classified with other classes of property in insurance reports of premium costs and fire losses compiled by the Arkansas Insurance Department. For this reason the information given in this article is not exact. It is probable that some small losses were not reported on the questionnaires used in obtaining data. However, this would not materially change the results of the study. Whether a further refinement would show a greater or smaller loss ratio on public-school property to all classes of property we do not know, but a comparison of these items indicates that Arkansas school officials might be justified in demanding lower insurance rates.

Premium and Loss Ratios

This study of loss ratios was made for the years 1924 to 1933, inclusive. It was found that many of the schools located in the poor, mountainous sections of the state carried no insurance. In one county it was found that at present no schools

carried insurance of any kind. This fact might be attributed to the financial crisis through which the schools are passing. Since they cannot pay their teachers, a lack of district funds makes premium payments practically impossible.

During the ten-year period \$1,368,669.86 were paid in premiums, and the indemnities returned during the same time were found to be about \$562,428.81. During the ten-year period the loss ratio was about 41.1 per cent of the premiums paid. This study included all types of school buildings both as to structure and as to use.

The following figures are a compilation of the monthly fire loss reports of the Arkansas Fire Prevention Bureau.⁵ The five largest classes producing the heaviest loss figures being as follows, these figures representing property loss and not losses paid:

Dwellings destroyed or damaged, 616; loss, \$800,940.

Mercantile fires, 62; loss, \$375,450.

Woodworking plants, 16; loss, \$183,950.

Cotton gins and gin property, 18; loss, \$147,300.

Public schools, 15; loss, \$80,000.

Premiums and Loss Collections

The exact amount collected from the insurance companies for this \$80,000 public-school-property loss could not be ascertained, but the Arkansas Fire Prevention Bureau estimated the amount at \$60,000. The average amount of premiums paid per year over the ten-year period was \$136,866.90. Using these figures, it is found that the ratio of indemnities collected to premiums paid for the year 1934 was approximately 39 per cent. If this experience is of sufficient length to be indicative of the general trend, it may indicate that the schools are carrying a part of the load for other classes of buildings.

Table I shows the fire loss, the premiums paid, and the ratio of losses incurred to premiums received on all classes of property in Arkansas for the period 1924-33, inclusive. These figures include all business written according to the tabulations of the Insurance Commissioner. The net premiums paid on all classes of property for the ten-year period were \$79,177,249, and the losses paid over the same period were \$51,667,126. Then for the ten-year period the ratio of losses incurred to premiums paid was 65.2 per cent. During this same period the Stock Fire Insurance Companies operating in Arkansas reported an *operating expense* of \$34,045,217.⁶ This is approximately 43 per cent of all premiums paid. Then the ratio of losses and expenses incurred to premiums earned would be 108.2 per cent.

¹Superintendent of Public Schools, DeWitt, Arkansas.
²*Arkansas Gazette*, January 3, 1935.

³*Fire Insurance Recapitulation by States for the United States* "Fire Insurance by States," 1933, p. 121.

⁴Compiled by Underwriter Printing and Publishing Co., New York.

⁵*Fire losses in Arkansas for 1934, Safeguarding Arkansas Against Fires*, Issued by Arkansas Fire Prevention Bureau, January, 1935.

⁶*Arkansas Insurance Report*, 1933, p. 16.

TABLE I. Net Premiums for All Classes of Buildings, Losses Paid, and Loss Ratio for Period 1924 to 1933, Inclusive¹

Year	Net Premiums	Losses Paid	Loss Ratio (Per cent)
1924	\$ 7,811,670	\$ 6,056,164	77.5
1925	8,715,658	5,577,916	64
1926	9,367,361	6,488,915	68.8
1927	8,813,343	5,313,894	60.3
1928	8,937,598	5,121,690	57.3
1929	9,350,376	4,590,264	49.1
1930	8,354,790	5,415,480	64.9
1931	6,862,271	5,347,070	77.9
1932	5,735,951	4,577,903	79.8
1933	5,237,231	4,178,830	60.1
Totals	\$79,177,249	\$51,667,126	65.2

The table shows that for the year 1929 the loss ratio was 49.1 per cent. This being the least ratio during the ten-year period. During 1933 the ratio was 19.7 per cent less than the ratio for 1932. The amount of insurance carried on property in the state was less in 1933 than any year of the preceding ten years.

TABLE II. Fire Losses Paid and Premiums Paid on Public-School Property in Arkansas, with a Comparison of the Net Premiums, and Losses Paid on Public-School Property to Those of All Classes of Property, Both Protected and Unprotected, for Years 1924-1933, Inclusive

Protected and Unprotected Property	
Public-School Property Premiums	\$ 1,368,669.86
Losses Paid	562,428.81
Loss Ratio	41.1 per cent
Premiums on all classes of property	\$79,177,249
Losses Paid	51,667,126
Loss Ratio	65.2 per cent

Experience with Fire-Resistive Buildings

Table II shows the fire losses paid and premiums paid on public-school property in Arkansas, with a comparison of the net premiums, and losses paid on public-school property to those of all classes of property, both protected and unprotected, for years 1924 to 1933, inclusive. The loss ratio on public-school property ran about 41 per cent of premiums paid, while the loss ratio on all classes of property was much higher.

Separate figures were gathered for fire-resistive buildings as a class; in Arkansas, there were 132 fire-resistive school buildings in 1933, valued at \$10,228,276. They carried on an aggregate fire-insurance coverage of approximately \$6,218,450, or about 60 per cent of their value. During the ten-year period 1924-1933, fire-insurance premiums amounting to \$329,528 had been paid on these fire-resistive school buildings in Arkansas, and only \$30,889 had been paid on fire losses on this class of buildings during the same period. In other words, in these particular schools during this ten-year period, only 10 cents were received by the districts for fire losses on their fire-resistive buildings as compared with each dollar paid in premiums. School officials may well ask insurance companies why fire-resistive school buildings shall pay rates approximately 10 times the fire losses on this class of building, when the combined figures for all the stock insurance companies doing business in the United States, show for all classes for fire risks, they receive in premiums only approximately two times the amount they pay out in fire losses on all their risks.

Approximately 60 per cent of the schools reported term insurance. Term insurance is usually written for a longer period than one year, thereby, effecting a substantial savings over the one-year policies which are written at the published rate.

A few of the schools reported coinsurance clauses in their policies. Coinsurance has been the great single factor in recent years in the reduction of fire-insurance rates and total insurance costs. While percentages of coverage vary from 50 to 100, the 80-per-cent coinsurance clause was found to be in use in more school districts than were all other percentages combined.

The data collected on insurance costs and losses in Arkansas seem to indicate that the fire-loss ratio for school buildings is lower than that for all other classes of property. This being the case, school buildings may be better risks than many other types of property, and a reduction should be reflected in reduced fire-insurance rates.

Self-insurance by the local district seems feasible

(Concluded on Page 76)

¹*Fifty-Third Annual Report*, State of Arkansas Insurance Department, 1933, p. 16.

THE AMERICAN School Board Journal

EDITORS:

WM. GEO. BRUCE



WM. C. BRUCE

Fire Prevention and Safety for Schoolhouses

FOR some years, it has been the custom in this country to observe Fire Prevention Week. This year, the week of October 7-13, has been chosen.

In comment thereon, it may at once be said that no country in the world has experienced greater fire losses, both in the destruction of human lives and property, than has this country. And here comes into play the fact that the school interests of the United States have suffered some horrible losses in precious children's lives and valuable school properties. One need only be reminded of the Collinwood, Ohio, schoolhouse fire, March 4, 1908, causing the death of 160 children; Peabody, Mass., October 28, 1915, killing 21 children; Camden, S. C., 77 persons, pupils and parents; Hobart, Okla., December 24, 1924, 33 persons; Bath, Mich., May 18, 1927, 36 children, etc., in order to realize that schools are interested in the subject of fire prevention.

Statistics compiled by the National Board of Fire Underwriters covering school-fire losses for the past five years establish the chief causes in the following order: (1) defective heating apparatus; (2) spontaneous ignition; (3) defective chimneys and flues; (4) sparks on roof; (5) matches—smoking; (6) defective electrical wiring; (7) lightning. The greater number of fires originate from overheated furnaces, boilers, or stoves.

The loss of human lives in schoolhouse fires has been mainly due to defective stairways, the lack of ready exits, and the turmoil incident to a crowd that has become panic-stricken.

The prevention of fire losses, as applied to schools, unquestionably begins with the construction of the school buildings. They must primarily be provided with ample exits, fireproof stairways, and the placement of auditoriums and assembly halls on lower floors where large crowds can be readily and safely dismissed.

But even a schoolhouse constructed in a manner to provide the greatest safety for its inmates requires constant watchfulness. Many of the hazards of fire are caused by the accumulation of rubbish on the school premises. Cleanliness is a factor to be observed. Then, too, the installation of an alarm system will prove expedient. Efficient communication between the principal's office and the several classrooms is imperative.

Most important, however, is the maintenance of an efficient fire-drill system. Experience in recent years has demonstrated that in case of a schoolhouse fire children may be quietly and safely removed from the building. School officials have learned that a calm order, free from alarm and panic, will prevent a stampede and expedite an orderly and successful exit.

There can be no question that many of the older schoolhouses scattered throughout the United States are not only unsuited for the purpose for which they were constructed but are absolutely unsafe. The danger lies in the fact that they are built of inflammable material and not properly provided with exits and other safeguards. These cannot in every instance be replaced with fireproof structures, but the necessary precautions should and must not be neglected.

Thus, Fire-Prevention Week deserves the attention of the school authorities. There should be some enlightenment on the subject in every classroom. Teachers should equip themselves with literature on the subject. The local fire departments should be called upon for instructive talks. Parent-teachers' organizations likewise should concern themselves in all that will make for the safety of the school structures.

Boards of education should not hesitate to inaugurate periodical

inspections of school buildings, in order to discover the hazards so that they may eliminate them or at least reduce them to a minimum. Those intrusted with the mental and moral welfare of the school children are also intrusted with their physical well-being and safety. Every schoolhouse must be sanitary and safe, and thus guard both teachers and pupils against a calamitous and destructive danger.

School-Board Members Visiting Schools

THE question of the propriety of school-board members sitting in classrooms in order to familiarize themselves with the methods employed in teaching, was recently raised in Westfield, Massachusetts. The visits of a woman member, a former teacher, in high-school classrooms met with objections on the part of the principal and the superintendent. The claim was set forth that such visits had a disturbing effect upon teachers and students.

When the woman member brought the subject up for discussion before the school-committee meeting, it was the concensus of opinion that it is the duty of members, rather than a mere privilege, to visit the schools. In fact, it was the belief that all school-board members should visit the schools more frequently than they now do.

The question of school visits hinges not so much upon the right or duty to engage in them as it does upon the purpose of such visits. When it comes to the physical conditions of the school premises and the equipment, it may be deemed quite practical to secure a visual inspection of them. A condition can best be judged after it has been seen and studied at close range.

To visit classrooms in order to judge the manner and quality of the teaching methods employed becomes another matter. Whether the average member of a board of education is competent to judge the professional labors performed in a classroom may be questioned. Any criticism offered by him here must be regarded as a layman's invasion in the domain of professional service.

But let us assume that a former teacher, now holding a school-board membership, visits classrooms for the purpose of estimating the labors performed and passing judgment thereon, the question still arises as to the province of the school board and that of the professional worker. The one cannot consistently invade the province of the other without raising the charge of undue interference and meddling. There have been instances in the past where ex-school teachers have, as school-board members, become troublemakers rather than efficient policy makers.

In another New England town, where the election of a school committee was under consideration, a newspaper editor cleared the atmosphere by saying: "The people of Waltham who desire the schools to be conducted for the best interests of the pupils hold that the school committee should realize that its duty is to formulate broad principles and policies and not interfere with the details of the conduct of the schools."

The same editor argues that much valuable time is wasted by school-board members in arguing over trivial matters and engaging in discussions which are professional in character rather than administrative. The average member of a board of education who holds strictly to the duties of his office has little time for troublesome visits to the schools. At least, he has no time to concern himself with matters that are purely professional and entirely outside of the scope and function of his responsibilities and duties.

Nepotism in the Administration of Schools

A MASSACHUSETTS newspaper recently published the following editorial dealing with the subject of nepotism as demonstrated in the local school system:

"Once again, school board legerdemain has prevailed, the committee having elected a relative of one of their number to a newly created position.

"This seems to be about the only way to get a job in the school department here. Not that the person chosen is not capable, but the method of going about elections is a farce. An 'outsider' hasn't a chance. The elections are sewed up weeks before a vote is taken, and all the campaigning imaginable will avail a candidate nothing if he has not a lieutenant on the committee to go through for him.

"Prospective teachers, therefore, will do well to set up members

of their own families for election to the committee if they hope to get on the payroll."

Public sentiment is as yet undeveloped, at least to the extent that the practice of nepotism is generally and strictly forbidden. When a case, however, comes into public attention, and this has happened frequently in recent years, public resentment and indignation have always followed.

Many boards of education have enacted definite rules which forbid the employment of immediate relatives of the family, such as sons, daughters, aunts, cousins, and nieces. Several states, too, have stringent laws against the practice of nepotism. But even in the absence of such state laws and local rules and regulations on the subject, boards of education must bar all favoritism if public resentment is not to be encountered.

There can be no doubt that the tendency to appoint the relatives of public authorities into the public service and thus bring them into economic security is a symptom of the times in which we live, and is intensified by the financial pressure which hangs over the American people at this time.

The board of education ought to be the first among the local public bodies to discountenance nepotism. It seems somewhat unfair that a young woman, wholly competent, should be denied a position in the school system because her father or uncle happens to be a member of the board of education. But it is even more unfair for a public servant to employ his authority in favoring the members of his family to the exclusion of those who do not possess such connections.

If authoritative judgment may be accepted we are led to the belief that where nepotism has been tolerated there has been a perceptible weakening of the school system, and where abolished the schools have gained. All of which leads to the conclusion that school systems do not exist for the benefit of board members or teachers, but for one sole purpose only; namely, the mental, moral, and physical welfare of the school child.

Vandalism on School Premises

THE school authorities, more particularly in the larger communities, are called upon each year to consider the destruction of property through vandalism during the vacation months. Thousands of windows are broken, fences destroyed, buildings marred, and school premises placed into a state of disorder. More serious even are the depredations carried on by breaking into schoolhouses, opening water faucets, wrecking the heating apparatus, and engaging in other willful destruction.

The losses entailed have in some communities run into thousands of dollars. In many instances, precautionary steps have been taken whereby the depredations have been reduced to a minimum, yet the evil is far from being effectively checked.

A citizen of New York, concerned in curbing vandalism as applied to all kinds of property, recently spoke as follows:

"Certainly our schools should be called upon to aid in the suppression of this vandalism. Aside, therefore, from any question of morals, it is the protection of the state that is involved, and, indeed, the sustenance of the schools themselves in the loss of taxes. One may inquire, how can the schools aid?

"A. By systematically calling the attention of the children to the seriousness of this violation of law and its injury to the state and city and property owners and its inevitable results as a boomerang against them and their parents because of increasing taxes.

"B. By pupils reporting to their classes any specific cases of vandalism in the neighborhood, also recording that the police are investigating the matter. The police should report such cases to the near-by schools."

While the school authorities are primarily concerned in the preservation of property intrusted to their care, they are even more vitally concerned in maintaining a well-disciplined school constituency. A child must be taught to respect the rights of both person and property. There is a gross inconsistency in saluting the flag in the morning and destroying school property at night.

To instill the fear of punishment for committing an act of vandalism may have a deterrent influence upon the willful youth,

but after all, guidance in the direction of orderly conduct and behavior should prove more effective, and in the end more valuable to the youth.

The Abolition of School-Board Committees

THE president of a board of education in a midwest city of less than 25,000 population recently charged that "a lot of things were cooked up at committee meetings" that should properly be considered in open board meetings. He denounced the committees' deliberations and questioned the findings submitted to the board for ratification.

The issue which is here raised is not so much whether the president is right or wrong in preferring charges against any particular school-board committee. It is an indictment of the committee system itself as applied to the school boards of the smaller or medium-sized cities.

The question whether school boards shall or shall not operate through the medium of committees is no longer new. It has been debated for years with the result that many boards have abolished the committee system and now permit all measures to originate and to be deliberated upon and disposed of in the open meetings of the entire board.

The advantage which is gained here is that every member is familiarized with the merits of any given policy, measure, or departure, and is, therefore, fully equipped with knowledge to enable him to act intelligently. On the other hand, under the committee system, there is a tendency to accept the committee findings as conclusive. The assumption here must be that the committee members, having the facts in hand, knew what they were doing. Senatorial courtesy may enter into the relations between member and member, even though conclusions are reached which are unsound and untenable.

While the committee plan works out in many instances quite satisfactorily, there are inherent weaknesses which reveal themselves sufficiently to the conclusion that all committees should be abolished.

Redeeming School-Board Campaign Pledges

IN A New Jersey town a member of a school board recently resigned his office because he was unable to redeem the campaign pledges upon which he had gained the election. In brief, he had promised more than he could fulfill. Unfortunately for him, the voters manifested a retentive memory and expected him to make good or retire.

The case is not entirely a singular one. There are those who are ambitious who win a school-board election and who resort to some of the devices of the ward politician who does not distinguish between promise and performance. He fails to realize that there may be a superficial outside view of things which may differ wholly from the true inside facts.

Time and again young recruits to school-board membership have arisen in a maiden speech to argue for great reforms in the administration of the schools, only to subside in humiliation and defeat. The discovery is usually made that things are not as radically wrong as they seem, and that street gossip and back-yard comment are fickle weapons to employ in school-administrative deliberation.

It does happen that a school-board campaign may be attended with some controversial question which divides public opinion and where the candidate is tempted to go on one or the other side of the issue. To do so may be entirely safe and expedient, but it may also lead to embarrassments later on.

Experience has taught that aspirants for school-board honors must be chosen upon character and fitness, rather than upon temporary issues. The citizen who stands ready to accept the burdens and responsibilities of a school-board membership and who enjoys the confidence of his constituency must be allowed to exercise his judgment when the particular project is officially under consideration. To commit him in advance means to bind his hands and may prevent him from doing the very things that ought to be done. He should be free to act in accordance with his best judgment when the time to act has arrived.

A School System and Federal Projects in 1934-35

Nicholas Moseley, Ph.D.¹

Little has been said about the part played by various municipal officials throughout the United States in the administration of federal relief projects. The load has fallen heaviest perhaps on city engineers and mayors, but superintendents of schools have borne much of the burden. City and school officials already had more than enough to do, but they seem to have taken on the new work without complaint, although it has meant only longer hours, more responsibilities, constant criticism, and little praise. The rewards have been the knowledge that work has been given to the unemployed and that municipal and school improvements long dreamed of have been made.

Federal relief projects have enabled Meriden, Connecticut, to do many things for the schools and the school system which would not have been possible even in prosperous times. The officials have tried to abide by the spirit and the letter of the law, undertaking only those things which could not be provided out of normal appropriations, which would give work to as many as possible with the least cost for overhead, and which would be of lasting benefit to the city. The regular school budget for 1934 was just over \$500,000. In the same year, over \$125,000 additional was spent on FERA projects, under the supervision of the school department. Projects for unskilled and skilled labor were: to construct a new playing field; to regrade and make useful three other playgrounds; to construct two tennis courts; to repaint the interiors of ten buildings; to refinish old equipment and to construct new equipment; to wire old buildings and install adequate artificial lighting; to improve the sanitary condition of many of the toilets; to modernize the drinking fountains; to repair old brickwork; to eliminate fire hazards in furnace rooms and coal bins; to lay new cement walks in place of old and broken flagstones; to reconstruct one house to serve as a federal nursery school and

¹Superintendent of Schools, Meriden, Conn.

as a laboratory for the high-school domestic-science department; and to renovate a 1760 farmhouse to serve as a regular kindergarten and a colonial museum.

"White-collar" workers were engaged in a sociological-educational survey of the city which is having an important effect on curriculum making; on a study of the habits of children on their way to and from school as a basis for safety regulations and rules regarding transportation; on an evaluation of the results of the special classes for defectives; on a compilation of the history of the old house mentioned above, the land it stands on, and the lives of its owners, for use in local history classes; on inventories of school supplies, equipment, and books; on recataloging school libraries; on cleaning and repairing books. An artist, under the federal artist project, painted a notable set of murals in a kindergarten, and a sculptor did two wall plaques. Workers were trained and employed for use in recreational projects, which enabled the schools, with the co-operation of local groups, to triple the opportunities available to children in their out-of-school hours and to unemployed young men and women, with the result that juvenile delinquency decreased markedly. Under the emergency educational projects there have been conducted three nursery schools for underprivileged children, extra classes for adult illiterates and the foreign-born, classes in cooking and sewing, dietetic work in the homes of people on relief, and a junior college for recent high-school graduates who are still unemployed.

The results obtained from these projects are of themselves the best answers to critics who talk of "leaf raking" and "dirt shifting." In fact, the dirt-shifting story, that men on FERA were spending their time carrying dirt from one pile to another, was told of one of Meriden's playground projects as it has been of projects in many other cities. It was repeated to the writer by a friend who happened to be



HAPPY GROUPS OF CHILDREN FILL THE HOUSE AND PLAY ON THE GROUNDS OF THE MOSES ANDREWS HOUSE AT MERIDEN, CONNECTICUT

a contractor. The writer went into great detail as to the necessity of regarding and resurfacing that particular field, due to the bad work of the original contractor and, when it turned out that the friend was that contractor, insisted on his visiting the project then and there. The contractor, offering the excuse that "we merely followed the layout given us" admitted all of the criticisms, the necessity of the work, and the skill with which it was done. It is probable that this type of story originated everywhere in resurfacing jobs which required the movement of piles of loam dumped by trucks, and that it never was a truthful criticism.

This does not mean that the workmen are always perfect, or the allotment of tasks always in accord with the good practice. For example, grading projects have been carried along slowly and painfully in cold weather in order to keep men who needed the money on the payroll. Occasional groups of workers, unskilled and skilled, loaf on the jobs, or try to stretch out the work. There are some troubles with discipline. There is some petty thievery. All of these things seem to those who were officers in the war to parallel the behavior of enlisted men, and large contractors say that they are not unknown in private undertakings. In other words, the workmen behave like human beings, with all of their faults and virtues. When they are interested, as they were in the renovation of the old farmhouse, or when they have a good foreman, their morale is superb. One playground being constructed for a new school which had been scheduled for a formal opening on a definite date, was completed in record time. Even the grass entered into the spirit and sprouted quickly.

White-collar workers and teachers present a different set of problems. They all seem to work with an energy that is almost desperate, but their individual morale is harder to support. They realize the temporary nature of their tasks. Their pride is hurt because they cannot secure regular private employment. The "deficiency in budget," or the difference between what income they have and what they are supposed to be able to live on, is all they are allowed to earn, and this is much less in comparison with the earned income of their normally employed friends than is the case with unskilled workmen or skilled mechanics. They are critical of any delays because of red tape, or postponed decisions. Yet, there is no doubt



A HISTORIC HOMESTEAD RESTORED TO USE
The Moses Andrews House, Meriden, Connecticut, erected in 1760, has been renovated as an FERA project in 1934-1935 and is now in service as a kindergarten.

(Concluded on Page 46)



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THE KINDERGARTEN ROOM CONTAINS THE ORIGINAL FIREPLACE, THE CEILING BEAMS, AND SOME OF THE PINE WALL PANELS.

(Concluded from Page 44)

that they prefer FERA work to any form of dole, especially since it has usually been possible to assign them to positions providing experience which will be valuable to them when they return to private work. Morale has been noticeably higher in the nursery schools and in definitely clerical tasks where the workers are able to see results day by day, than in survey work where the results are at best remote and may be negative. The remedy for this is to show workers the exact purpose of the projects on which they are engaged.

There are still many worth-while projects which come within the range of the FERA and ought to be carried out. There are two diffi-

culties. One is the cost of materials and equipment, which runs to approximately 55 per cent on building projects. The other is in finding properly qualified workers, particularly for educational projects. There are many trained teachers who are idle, but very few who are on relief. In Meriden almost half of the group available last winter have secured permanent positions. This is one indication that the unemployment problem is beginning to center on untrained and inexperienced youth. Plans for the future should probably give most consideration to how to provide them with recreation, with further education, with guidance, and above all, with experiences which will qualify them to gain and keep jobs.

The Financial Support of Extracurricular Activities by Students

The Activities Ticket Plan — C. C. Chase

Those held responsible for promoting and administering an educational program of extracurricular activities should not have to concern themselves in any major way with a lot of money-raising schemes. Obviously, if we are ever going to get beyond these petty methods of finance in our adult organizations, a splendid step forward would be to teach high-school pupils better and more business-like ways of handling organization finance. A great advance has been made, in the past ten or twelve years in extracurricular accounting, but we are still back in the hoop-skirt-horse-and-buggy stage when it comes to getting the money.

The following plan has been worked out in the Detroit Lakes High School, Detroit Lakes, Minnesota, and has helped solve this problem of getting the money to quite an extent. It is not hailed as a perfect panacea for all the ills of the extracurricular finance dilemma, but is merely suggested as a step in the right direction.

In the fall of 1929 the principal went before an assembly of the student body and presented to them the facts about extracurricular finance as applied to their school. He enumerated the activities and showed them the proposed budget of expected income and the balanced budget of expense. He pointed out that it would cost a single student \$7.70 to attend the various events and functions of the extracurricular program. After these points were thoroughly discussed, the "activities ticket" plan was presented. The substantial saving of \$3.70 made

possible by this plan immediately appealed to the group.

An activities ticket, designed to cover admission to all athletic, dramatic, forensic, musical, and social events, one subscription to the school paper, all class dues and club dues, and skating and tennis privileges, was suggested. The ticket to be made purchasable at the beginning of each school quarter (nine weeks' period) at \$1 per quarter, and not to be transferable. The plan was to be put into operation if 50 per cent of the pupils favored the plan.

The pupils were told not to decide too hastily, but to talk the matter over at home, and that a vote would be taken the following week to ascertain whether the demand would be heavy enough to justify trying out the plan. When the vote was taken, more than half the students favored the idea and subscribed for a ticket. The tickets were then printed in different colors for each quarter in the following form:

First Quarter
STUDENT ACTIVITIES TICKET
Detroit Lakes High School

This ticket is non-transferable. It must be signed by the purchaser. It is good at all athletic, dramatic, forensic, musical, and social events; covers one subscription to the Detronian, all club and class dues, and skating and tennis privileges. If lost a charge of fifty cents will be made for a new one. If transferred the ticket will be forfeited without refund.

No. 79

Purchaser

All of the activity accounts in this school are kept by the school treasurer. When it was decided to start this activities-ticket plan, the treasurer made out sheets ruled to contain the number of the ticket, the purchaser's signature, and four spaces in which to enter the quarterly purchase payment.

Thus when a student goes in to purchase his ticket he pays the treasurer \$1. He then signs his ticket and the accounting sheet in ink in the presence of the treasurer. The treasurer enters the credit in the proper column at once. All of these details done in the presence of the pupil gives him an insight into the great care which must be taken in the handling of even small sums of money. Incidentally, the signatures referred to have helped a lot in cases of lost and misappropriated tickets.

The first year (1929-30) each student who took advantage of the plan at all was expected to purchase all four quarters or for the entire year. This ruling was changed the second year so that any student might purchase a ticket during any one quarter he chose and thus benefit by the seasonal program which especially appealed to him.

At the beginning of the second year, a number of the pupils who participated quite widely in the extracurricular program conceived the idea that it would not pay them to purchase tickets because they would be in so many of the activities and thus would not have to pay admission anyway. This attitude spread among the students and gave the impression that student participation had a commercial value. This idea could not be justified nor tolerated. After a number of meetings of the entire student body and also meetings of the original agitators, it was decided to require anyone who wished to participate in any activity to which an admission charge was made during any quarter, to hold an activities ticket. It was clearly seen that those who participated benefited much more than those who merely were spectators or who merely made up appreciative audiences. It was pointed out that the participants received for their contribution, the use of the equipment, the coaching facilities, the trips, and the public recognition.

The conclusion of the whole matter was that participants should support their activity and incidentally benefit themselves as well as the rest of the student body by being admitted to all the other features of the program. Before the year was over the majority of students were beginning to accept this requirement as a matter of course, and it will be only a matter of holding the reins tight for a year or two until it will become the tradition.

Observable results wholly or partially attributable to the activities ticket scheme are:

1. More pupils participate in the whole program because they are contributing to it and because the program is made more attractive by added trips and equipment made available by added funds.
2. Budgeting is made much more accurate.
3. Publications have a wider circulation thereby increasing the value of advertising.
4. It saves the students much time formerly used in collecting dues and selling tickets.
5. It saves the purchaser of the ticket about half of the single admission cost. This last item alone would justify the plan.

PROTECTING PUBLIC-SCHOOL FUNDS

The problem of protecting school funds has received special attention in Kentucky. James W. Cammack, Jr., director of research of the state department of education, has prepared a study on the subject brought out by the University of Kentucky.

Mr. Cammack discusses the school-finance situation of Kentucky in its historic, legal, and administrative phases, laying special stress, however, on the importance of conserving the sources of revenue, regulating receipts and expenditures through proper budgetary procedure. In making for the security of school funds, he argues for the adequate bonding of all school officials who are in financial control, providing for audits, and the usual safeguards in the control of school monies.

He follows his summary and conclusions with a series of recommendations among which the following appear:

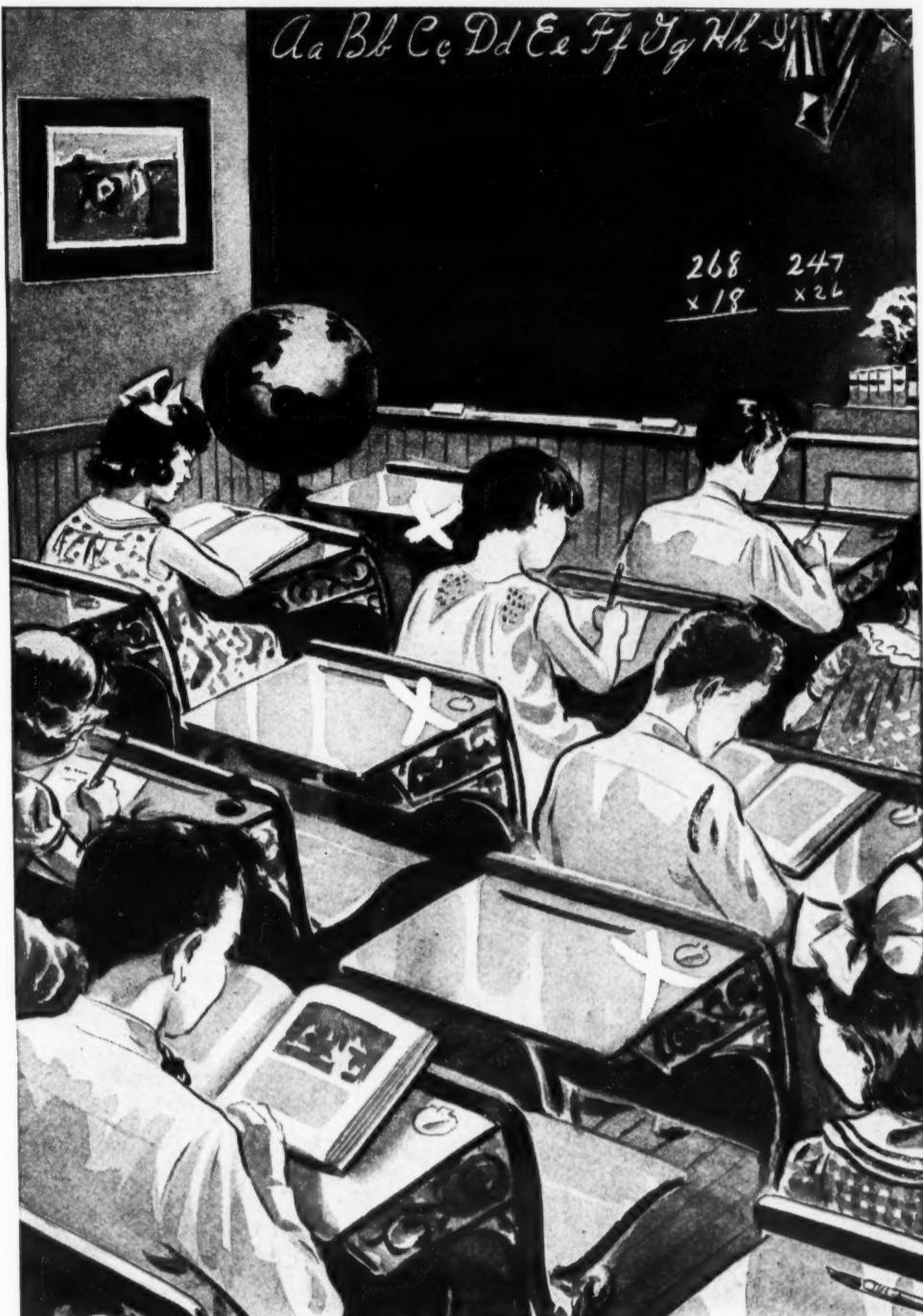
The whole problem of levying and collecting school taxes should be given immediate attention. It is probable that an audit of the tax records in each school district would more than pay for itself. This audit should be made by competent tax auditors.

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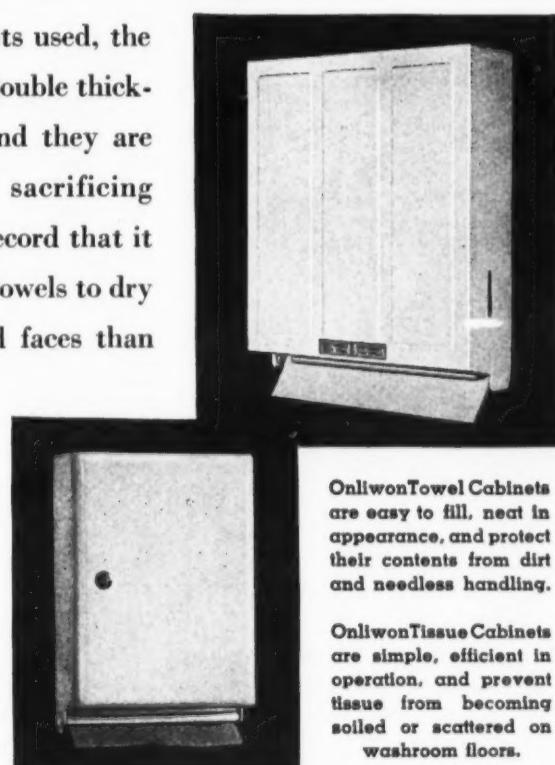
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More and more school boards throughout the country are turning to A. P. W. Onliwon Towels and Tissue as insurance against the unnecessary spread of colds and other common infections. Both Onliwon Towels and Tissue are the finest products for their purpose that can be obtained. They are hygienically pure and kept so by Onliwon Cabinets up to the actual moment of use. Onliwon Cabinets keep one towel, two sheets of tissue always ready for use, while the remainder is protected against dust, dirt and needless handling. And the Onliwon dispensing feature is an important factor in preventing waste, pilfering and littered floors. It also makes a worthwhile contribution to the proved economy of this washroom service.

Onliwon Towels, because they are made for their job, have proved definitely more economical in use than others that appear cheaper at first sight. They are the correct



size so every inch of surface gets used, the double Onliwon fold insures a double thickness of absorbent material—and they are sufficiently strong without sacrificing absorbency. It is a matter of record that it actually takes fewer Onliwon Towels to dry a given number of hands and faces than with towels of the cheaper grades. Get in touch with the A. P. W. representative listed in your phone book or write for samples to A.P.W. Paper Co., Albany, N. Y.



Onliwon Towel Cabinets are easy to fill, neat in appearance, and protect their contents from dirt and needless handling.

Onliwon Tissue Cabinets are simple, efficient in operation, and prevent tissue from becoming soiled or scattered on washroom floors.

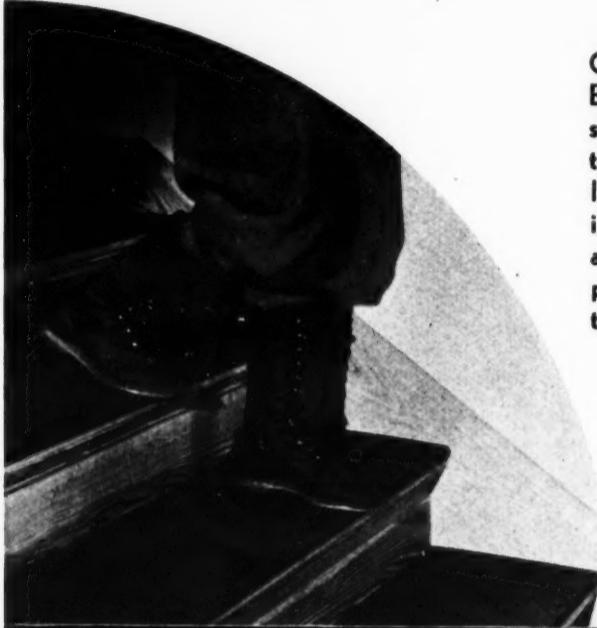
A.P.W.

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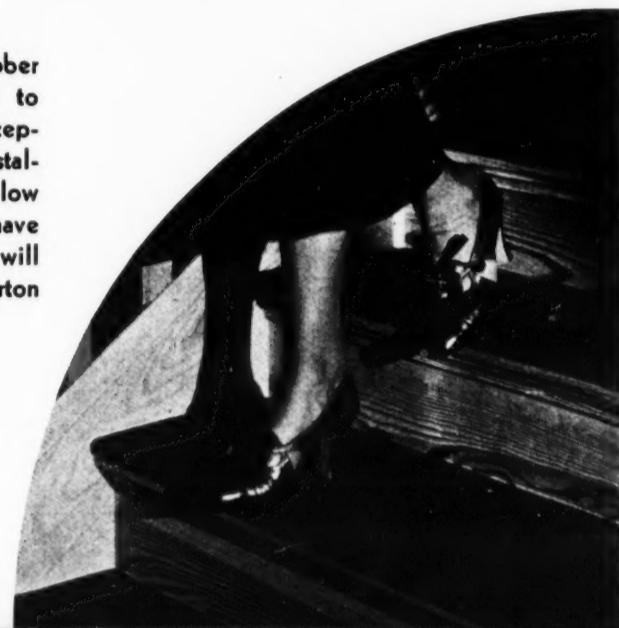
• HEAVY BOYS' SHOES

EVEN the steady pounding of boys' husky, heavy shoes will not cause the surface or nosing of this tread to wear smooth and slippery.



• HIGH HEELED GIRLS' SHOES

THREE is nothing to catch 'high heels—nothing to cause tripping—the tread surface is flat and level, the nosing is neatly rounded.



Other features of the Alundum Rubber Bonded Safety Tread that appeal to school building officials are its exceptional resistance to wear, its easy installation and its four colors that allow interesting decorative effects. If you have a single worn or slippery stairway it will pay you to modernize with this Norton tread—full information on request.

NORTON COMPANY
Worcester, Mass.

T-423

The ALUNDUM RUBBER BONDED SAFETY TREAD

(Concluded from Page 46)

The state board of education and the state department of education should extend the same type of supervision to the bonding of school tax collectors that they now extend to treasurers and depositories.

The division of finance of the state department of education should be staffed adequately so that a comprehensive audit, aside from an audit of tax records, can be made in each school district each year.

All members of the state department of education charged with the handling of school funds and their distribution, as well as the auditors, should be required to execute corporate bonds. The sliding-scale collateral bond should be recommended for school depositories for the next year or two at least.

All school districts should be required to live within their budgets and to pay in full their current obligations at the earliest date possible.

Some state plan of amortizing school-district indebtedness should be put into operation along with a state plan of equalizing capital-outlay expenditures. If this is not done, a number of the poorer districts will not be able to provide a minimum program of education and at the same time avoid accumulating debts which they can never pay.

Interest rates and the management of sinking funds should be studied in the near future by the state department of education with a view of reducing the rates and suggesting better ways of managing sinking funds.

School Finance and Taxation

QUESTIONS ON FEDERAL SCHOOL SUPPORT

A bond issue of \$360,000 is proposed by the city of Sheboygan, Wisconsin, for the construction of a new high school. This sum represents 55 per cent of the total cost. The remainder of 45 per cent is to

be obtained in the form of a grant from the Federal Government.

In planning to avail itself of the offer of the Federal Government to contribute something like one quarter of a million dollars, the school authorities propounded several questions which were answered by the federal authorities, as follows:

"Q. Is it true that before the government will approve a grant for a relief work project the municipality must first have approved a bond issue?

"A. No, it is not true. However, the city should know pretty closely what the total cost of the project will be, in order to estimate the 45 per cent share for which it asks a grant, and so that it will ask for enough and not be short of funds at the completion of the project. But it is not true that the bond issue must be approved before the government can or will approve a grant.

"Q. Is it true that no contract can be approved by the government until the money is provided by the city to bear its share of the cost of projects?

"A. Yes, this is the procedure. A municipality presents a project to us, with complete details. If it passes muster, the government through this office in this state then communicates with the municipality, stating the terms on which a grant will be made. Then, before construction on the project can be started, provision must be made by the municipality for raising its share of the project cost.

"Q. Must the exact site for a building project be selected before a grant will be approved by the government?

"A. No.

"Q. Does the government make grants only on buildings, for labor and material, or are grants made on the basis of the total cost including that of land purchase?

"A. Grants are made on the basis of the total cost. Where the cost of the land is less than 15 per cent of the estimated total cost of the project no questions are asked. If the percentage is greater than 15 there must be sound reasons presented to justify it."

The answers here presented are illuminating and prove helpful to school authorities who are confronted with a similar local situation.

SCHOOL FINANCE NEWS

♦ Ottumwa, Iowa. The board of education has approved a plan, providing for the consolidation of the maintenance work of the Adams School and the high school for better administration and economy in maintenance. The janitor of the grade school was

added to the staff of the high school, and the engineer of the high school will supervise both buildings.

♦ The board of education of Fort Wayne, Ind., has adopted a budget of \$1,728,582 for the school year 1935-36, which is an increase over the estimate of \$1,667,307 for 1934-35. Of the total amount, \$1,400,665 will be raised by taxation. The budget includes provisions for a partial restoration of teachers' salary cuts, the construction of additional classrooms, and furloughs without pay for school janitors and engineers.

♦ Charleston, W. Va. The school board of Kanawha County has adopted a budget of \$2,162,610 for the year 1935-36, providing for teachers' salaries, maintenance, and building funds. Of the total, \$593,610 will be devoted to the maintenance and building fund, and \$1,569,610 to the teachers' fund.

♦ Anderson, Ind. The school board has voted to retire \$165,000 in bonds on the Shadeland School. These bonds are being retired at the rate of \$15,000 a year.

♦ Durham, N. C. The school board has adopted a budget for 1935-36, providing for a substantial increase over the estimate for 1934, to cover a 20 per cent increase in teachers' salaries.

♦ Toledo, Ohio. The board of education has approved a budget for 1935 in the amount of \$4,152,000 for general school operations, and \$1,346,400 for sinking fund and bond retirement.

♦ Salt Lake City, Utah. The Salt Lake City school district has made a short-term loan for \$350,000 to carry its work until December 26. The notes, which were issued as of August 18, bear one half of 1 per cent interest.

♦ Toledo, Ohio. The board of education has approved a budget for the school year 1935-36, providing \$4,152,000 for operating expenses in 1936, and \$1,346,423 for sinking-fund and bond-retirement purposes. The library budget amounts to \$269,000.

♦ Cedar Rapids, Iowa. The school board has adopted its 1935 budget, calling for a total of \$1,043,235. Of the total, \$831,135 goes for the general fund, \$206,250 to the schoolhouse fund, and \$5,850 to the teachers' pension fund. The new budget is an increase of \$8,300 over the estimate for 1934-35.

♦ Council Bluffs, Iowa. The school board has adopted a budget of \$623,709, which is \$3,632 below the estimate for 1934-35. The largest item is \$435,433 for instructional expenses. The sum of \$591,001 must be raised by taxation.

♦ Ottumwa, Iowa. The board of education has

(Continued on Page 50)

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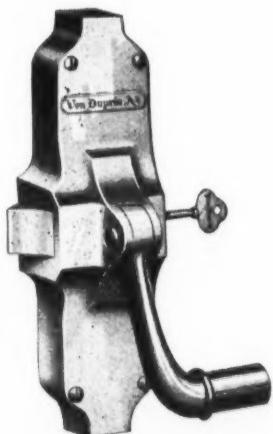
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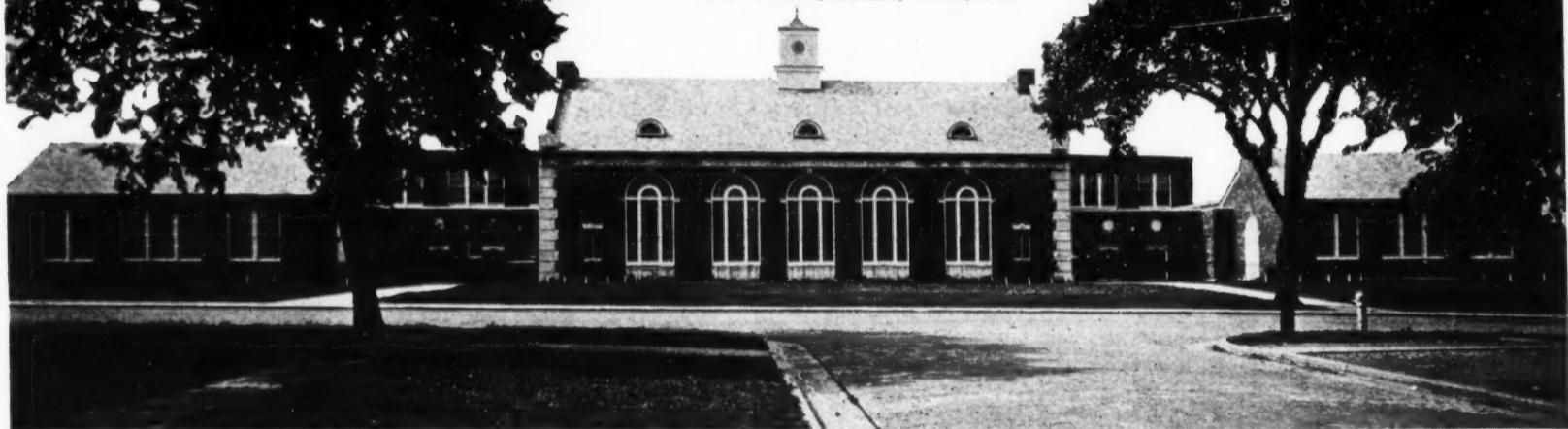
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adopted a budget of \$375,000 for 1935-36, which is an increase of \$15,000 over the estimate for 1934-35.

♦ New York, N. Y. The board of education has adopted a budget of \$141,434,071 for the school year 1935-36. The new budget represents an increase of \$8,023,617 over the estimate for 1934-35. The sum of \$808,944 was added to the budget to cover the employment of new teachers, made necessary by a reduction in the size of classes.

♦ Dallas, Texas. The school board has adopted a budget of \$3,427,495 for the school year 1935-36. The budget includes provision for the restoration of 2½ per cent of the salary cuts of teachers.

♦ Waterloo, Iowa. The east side school board has adopted a budget of \$300,000 for the school year 1935-36. Of the total budget, \$245,000 will be devoted to the general fund, and \$55,000 to the schoolhouse fund. The budget indicates an increase of \$18,000 over the estimate for 1934-35. The west side school board has adopted a budget of \$325,969. Included are \$249,990 for the general fund, and \$75,979 for debt service, including bond payment and interest charges. The amount to be raised by taxation is \$307,105. The budget represents an increase in costs, due to increases in teachers' salaries.

♦ Chelsea, Mass. The average cost per pupil for the past fiscal year, according to Supt. G. C. Francis, was \$68.14. The cost for the year was divided as follows: Senior high school, \$96.85; junior high school, \$77.78; elementary schools, \$61.13. It was indicated that the cost per pupil is far below that of surrounding communities. In nine cities, the cost ranged from \$70 to \$80; in four cities, it was over \$80; and in four cities it was \$100 or more.

♦ Three changes in policy, designed to save nearly \$3,000,000 a year, were recently recommended to the Ohio State Department of Education by the Sherrill survey committee. The proposals suggested by the committee are as follows: (1) Consolidation of one-room rural schools and small high schools having fewer than 125 pupils, with an estimated saving of \$2,295,000 a year. (2) Discontinue fire insurance on school buildings in favor of a state reserve fund, with an estimated saving of \$409,000 a year. (3) Discontinue liability insurance on school busses in favor of a state reserve fund, with an estimated saving of \$288,000. The survey committee urged that legislative action be taken to set up the two insurance reserve funds.

♦ Cranston, R. I. The school board has adopted a budget of \$652,927 for the school year 1935-36. Of the total amount, the city is asked to appropriate \$611,862.

♦ Tiffin, Ohio. The board of education has adopted a budget of \$203,378 for the school year 1935-36. Of the total amount, \$136,660 is for general school expenditures, \$94,000 for teachers' salaries, and \$53,052 for the payment of interest and the retirement of bonds.

♦ Pampa, Texas. The board of education has adopted a budget of \$241,580 for the school year 1935-36. The largest item in the budget is \$132,205 for instruction expenses. This is a reduction from the estimate of \$248,892 for the year 1934.

♦ Logansport, Ind. The school board has adopted a budget of \$243,319 for the school year 1935-36. Last year the estimate was \$245,919.

♦ Crowley, La. The school board of Acadia parish has adopted a budget of \$375,654 for the school year 1935-36. Of the total amount, the state provides \$151,200 from the state current school fund. This is a gain of \$6,000 over last year.

♦ Fort Worth, Texas. The school has prepared a budget of \$2,172,186 for the school year 1935-36. This is an increase of \$62,664 over the year 1934-35. The largest item is \$50,437 for instruction expenses.

♦ Sheboygan, Wis. The board of education has adopted a budget of \$479,472 for the school year 1935-36. The largest item in the budget is \$365,000 for instructional expenses.

♦ The lunchrooms in the Chicago public high schools made a profit of \$2,478 during the last school year, under the new centralized plan of management. This is in contrast to a loss of \$10,159 for the previous year, when the lunchrooms were under the system which left control of each unit to a separate school head.

Under the central-control plan, buying is done in one unit and the managers of the lunchrooms are paid according to receipts. In the year ending with June 30, 1935, 52 lunchrooms were operated. Five million nine hundred and sixty-five thousand lunches were served, an increase of more than a million over the previous year. The high-school students last year spent \$628,264 for food and \$116,062 for candy in the lunchrooms.

♦ Parkersburg, W. Va. A budget of \$606,395 has been adopted for the school year 1935 by the Wood County board of education.

♦ Los Angeles, Calif. The board of education has adopted a budget of \$32,967,708 for the school year 1935-36. The new budget is an increase of \$43,000 over the year 1934 and provides for a tax rate of \$1.29 per \$100 of assessed valuation, or an increase of 14 cents over last year's rate.

♦ The National Youth Administration in Wash-

ton, D. C., has received \$27,056,268 of works relief funds to aid students all the way from high-school to college-graduate courses.

In announcing the allotment, Aubrey Williams, youth administration director, estimated that it would provide part-time jobs for 323,792 young men and women between 16 and 25 years of age. It will be divided as follows:

For 212,192 high-school students, at \$6 a month, \$11,463,768; for 107,500 college students, at \$15 a month, \$14,512,500; for 4,000 postgraduate students, at \$30 a month, \$1,080,000; when set up, the youth administration has been promised \$50,000,000 in all. The student-aid program will be administered by Dr. Lewis Alderman.

♦ Ishpeming, Mich. The board of education has adopted a budget of \$181,377 for the school year 1935-36. The largest item was \$99,860 for instruction expenses.

♦ Monroe, La. The school board of Ouachita parish has adopted a budget of \$412,257 for the school year 1935-36. The largest item was \$235,315 for instruction expenses.

♦ Council Bluffs, Iowa. The school system has reduced its school cost per pupil from \$83.31 in 1930-31 to \$63.12 in 1934-35, according to a report of Supt. J. A. True. The current expenditure for the year 1934-35 was \$565,809.

♦ Beardstown, Ill. The school board has adopted a budget of \$88,548 for the school year 1935-36. The largest item is \$50,696 for instructional expenses.

♦ White Plains, N. Y. The board of education has adopted a gross budget of \$1,698,060 for the school year 1935-36. The budget is an increase of \$171,135 over the estimate for 1934-35. Of this item, \$38,000 is for increases in salaries and wages of teachers, and civil-service employees. A total of \$21,694 of the increase is a mandatory increase in teachers' salaries.

♦ Indianapolis, Ind. The school board has approved a budget of \$6,199,730 for the school year 1935-36, which is \$160,000 above the estimate for the year 1934-35. The present budget is \$29,000 lower than the estimate proposed a few months ago.

♦ Gary, Ind. The school board has approved a budget of \$1,933,013 for the school year 1935-36, which is an increase of nearly \$350,000 over the estimate for 1934-35. Provision was made in the budget for one half of the statutory pay increases due teachers in the lower salary groups.

♦ Tiffin, Ohio. The school board has approved a budget of \$150,326 for the school year 1935-36. This

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is a reduction of \$3,000 from the estimate of a year ago. Teachers' salaries will require \$94,000.

♦ St. Paul, Minn. The school commissioner has found it necessary to ask the city commission for an additional appropriation for the year 1936 in the amount of \$180,000, in order to meet the expense of additional teachers and to maintain the present efficiency and standards of the schools. The additional appropriation, it is anticipated, will obviate the necessity of closing the schools four days in order to keep within the 1935 appropriation.

♦ Waterloo, Iowa. The east side board of education has adopted a budget of \$300,000 for the school year 1935-36. Of the total amount, \$245,000 will be devoted to the general fund, and \$55,000 to the schoolhouse fund. The new budget represents an increase of \$18,000 over the 1934 budget estimate.

♦ Davenport, Iowa. A budget of \$879,650 has been adopted for the school year 1935-36.

♦ San Francisco, Calif. The board of education has adopted a budget of \$10,167,095 for the school year 1935-36. The new budget totals \$965,063 more than the 1934 estimate, due chiefly to the restoration of salaries and provision for the new Junior College.

♦ Santa Ana, Calif. The board of education has adopted a budget of \$759,059 for the school year 1935-36. The budget represents an increase of \$3,000, due largely to increases in teachers' salaries.

♦ Royal Oak, Mich. The school board has adopted a budget of \$380,000 for the school year 1935-36. The instructional item is \$24,000 higher than last year, due to increases in teachers' salaries, restoration of sick leaves, and the employment of additional teachers.

♦ Little Rock, Ark. The special school district board of Pulaski County has adopted a budget of \$100,000 for a four-month period, which is a saving of approximately \$58,000 over the school year 1934-35. The new budget allows \$11,200 for operating expenses and \$49,380 for instruction expenses.

♦ Thompsonville, Conn. The Enfield board of education has adopted a budget of \$202,324 for the school year 1935-36. This is an increase of \$15,000 over the estimate for 1934-35.

♦ Sheboygan, Wis. The school board has adopted a budget of \$479,472 for the school year 1935-36. The new budget includes \$365,589 for instructional expenses, \$59,379 for operation of the school plant, and \$16,207 for school-maintenance expenses.

♦ Three Rivers, Mich. The school board has adopted a budget of \$105,000 for the school year 1935-36. Of the total amount, nearly \$80,000 is to be provided by state aid and other sources.

♦ Wausau, Wis. The 1935 budget of the school board has been set at \$351,175, with an additional amount of \$3,500 toward the construction of a stage in the Grant School.

♦ Pensacola, Fla. The county board of education of Escambia County has adopted a budget of \$575,215 for the school year 1935-36. The new budget shows a substantial increase over the year 1934-35, due to increases in teachers' salaries. The budget item for general control, which includes salaries of the superintendent and board members, is \$13,400, as compared with \$11,575 for last year. The item for salaries of supervisors, principals, and teachers totals \$399,750, as compared to \$309,571 a year ago.

♦ Washington, D. C. The school board has asked for \$18,041,339 in its 1936 budget, or an increase of \$6,579,289, due to increased school needs, an increasing school population, and economy limits placed on appropriations in past years. The board has announced plans for 28 building projects and plans, as against six approved for last year, and 15 items for school sites, as against one a year ago. For construction and enlargement of school buildings, the board has asked a total of \$4,296,000.

♦ Detroit, Mich. The city government has appropriated the sum of \$25,624,485 for school purposes during the year 1935-36. This sum, which includes maintenance and capital cost, represents an increase of one and a third million dollars over the expenditure for 1934-35. The schools will be operated for nine and one-half months during the next year.

♦ Detroit, Mich. The budget of the board of education for the year 1935-36, which has been approved by the city council, calls for \$23,145,000 for maintenance, and \$285,000 for capital costs, making a grand total of \$23,430,000.

♦ School-building projects represented 80 per cent of all applications for federal aid from the public works administration in Pennsylvania which were approved and sent to Washington prior to August 24, according to a report of Acting State Director William H. Gavell. A new high record of school-building-project approvals was established during the summer by the school-building division of the department of public instruction.

INDIANAPOLIS SCHOOLS AND TAXES

The city of Indianapolis is spending more than a million dollars less for schools now than it did ten years ago and is educating 13,000 more children. At the same time reasonably high standards are maintained.

The school authorities have issued a pamphlet which

sets forth the school cost facts in a graphic and informative manner. The budget for 1929 was \$8,084,521, and the budget for 1935-36 is \$1,884,000 less. Ten years ago, the cost per child per day was 82 cents; today it is 53 cents.

The statement also sets forth that the school costs of Indianapolis are lower than the costs in most other cities of 300,000 or more population. In a list of 24 large cities enumerated in 1930-31, 14 show a higher per-capita cost and 9 show a lower cost. Rochester heads the list with \$165.76 and New Orleans is the lowest with \$74.10. The per-capita cost for Indianapolis is placed at \$114.28.

The document provides a comparative statement showing the per-capita school expenditure based upon population. Here Newark heads the list with \$20.94 per capita and New Orleans foots the list with \$7.18. Indianapolis is listed at \$11.78.

A comparison of median salaries for Indianapolis public-school teachers with median salaries paid to teachers in all cities of 100,000 population or more in the United States shows the following: Median for all cities—elementary teachers, \$1,922; Indianapolis, \$1,682. High-school teachers, all cities, \$2,436; Indianapolis, \$2,061. The reductions of salaries in the Indianapolis teaching staff made by the state legislature ranged from 4 to 26 per cent, and became effective August 1, 1932. These reductions are still in effect. The budget for 1935-36 has been fixed at \$6,199,730.

SCHOOL-BUILDING CONSTRUCTION

In eleven states west of the Rocky Mountains, not included in Dodge, the schoolhouse construction for August, 1935, included 14 new buildings at a total cost of \$1,576,937. A total of 24 projects were reported not ready for contracts estimated to cost \$2,976,325.

In 37 states east of the Rockies, Dodge reported contracts let for 259 school and college buildings to cost \$5,534,400. During the same month contracts were let for 23 libraries, laboratories, and other special educational buildings to cost \$2,957,900.

SCHOOL-BOND SALES

During the month of August, school bonds in the amount of \$8,518,690 were sold. The average interest rate was 3.34 per cent. During the same period short-term bonds for refunding, etc., in the amount of \$6,184,000 were sold. Of this latter amount, the sales in Illinois were \$5,565,000.

The largest bond sales for permanent construction were California, \$2,675,000; New York, \$2,229,000; Illinois, \$560,000; and Pennsylvania, \$458,000.

School Administration in Action

School Transportation in Ohio

**H. E. Ryder, County Superintendent
of Schools, Fremont, Ohio**

Apart from the present-day difficulties of finance, one of the most important school-administrative problems to face the county superintendent in Ohio is that of transportation. It is now required by the state that all bus drivers shall possess certificates issued by the county board of education. The law specifies that the driver shall be at least 18 years of age, of good moral character, and able to drive a motor vehicle. However, in the language of the law, a boy attending high school who has attained the age of 16 may also be employed to drive a van, which is probably as it should be. A ruling of the attorney general of the state has come to the assistance of the situation and now makes it mandatory that each school-bus driver shall also hold a chauffeur's license. This is a wise requirement, since the chauffeur's license covers physical requirements of sight, hearing, soundness of body, mentality, etc., which are necessary in a bus driver.

Since 1934, Ohio people interested in better school transportation have welcomed the coming of the State Road Patrol. Through the activity of this organization, all school busses are given a thorough examination annually so that local boards of education may be sure that the children are transported in busses which are in good physical condition. The Road Patrol makes a report on the safety requirements of each individual bus. A copy of such report is held by the local board, the county superintendent, the driver, and the Road Patrol. This procedure has helped more in standardizing the busses and bringing them to a safe condition than almost anything ever done in Sandusky County. Our county favors such inspection and feels that local pride resulting from the comparing of conditions of busses with those of other districts is stimulated in the type of van used and the condition in which it is kept.

In most of the school districts, the drivers are given a physical examination annually so that the school boards are given final assurance concerning the soundness of the personnel as well as the good mechanical condition of the busses.

In Sandusky County, 64 vans are employed to

transport all children of the county. The law requires only that children shall be transported beyond the two-mile-distance limit. It does not, however, forbid the transportation for shorter distances. As a result, the custom in this county is to carry all children who desire transportation. Two types of contracts are in force in Sandusky County. Under the commoner arrangement the driver owns the bus privately and keeps it in repair. As there are few hills and no mud roads to travel, this plan has been determined to be financially more economical. This arrangement is satisfactory where the busses are kept in good condition, and routes are contracted with a sufficient margin to the driver so that he can at least make a small profit. It may be interesting to add that one district transporting 400 children has hired the local garage man to furnish four new vans, modern in all ways, paying for his own repairs, oil, and gasoline, the term of the contract being for three years at \$6,000 a year. This transportation cost netted \$15 per child.

Further observation of the transportation problem in Sandusky County, however, leads us to the belief that the second method of transportation is the more satisfactory. In this plan, the board of education owns the busses, has a repair garage, and hires the drivers, securing at least one mechanic-driver who is experienced enough to be responsible for the repair of the entire local fleet. Many of our busses, operated under this plan, have passed the fourteenth year mark and have been scored by the inspector as being in good condition. However, drivers are of the opinion that seven years should be the ordinary economic life span of the school vans.

Under the plan of local school-board ownership of busses, the actual cost ranges about \$12 per pupil. Of course, depreciation costs must be added on the investment, which gives the total cost per pupil under the plan, over a range of 14 years, to be \$17.25. The consensus of opinion in the county indicates that, though the second plan is higher in cost, it is more satisfactory, since the drivers are

under more direct supervision of the school authorities and the busses are ordinarily kept in better condition.

Through FERA activity, many districts are building garages and workshops for the school busses which have always been found very practical. One district formerly permitted each of the local drivers to drive the bus to his own barn after each trip, he thus being charged with its safety. The extra expense of travel and storage thus entailed for the fleet of the district was estimated to be enough in five years to build a new school garage and workshop.

A problem of the inter-district and often inter-county school transportation grows out of the township line roads which are often traveled by the busses of two districts. This double travel should be eliminated by a conference of the boards of education and the county superintendents concerned.

The capacity of busses used in Sandusky County ranges from 20 to 25. Many counties in Ohio still tolerate the practice of letting little children sit in the laps of older children. This, of course, should not be permitted, and can be eliminated either by purchasing more busses, by purchasing busses of greater capacity, or still better by arranging the time schedule so that vans can make a double trip or run the second time, covering several sections of the township.

LET'S ECONOMIZE ON TITLES J. M. Clifford

Dean Edmonson, of the School of Education, University of Michigan, tells of a small high school he once visited organized as follows: The school had four teachers; each of the four had a title; one was superintendent, another principal, the third assistant principal, and the last "dean of women." This is an extreme case, but it serves to illustrate the point that small schools have too many administrators with too many titles.

The writer is familiar with a high school with an enrollment of 340 in grades seven through twelve, in which there are a superintendent, who also serves the grade building, a senior-high principal, a junior-high principal, and eleven teachers. Both principals teach more than one half of each day. Nor does this represent an unusual situation. In eight schools in three neighboring counties of the writer's state the same organization prevails. All these schools enroll from one hundred to three hundred in grades nine through twelve. In four of these schools there are three principals in the building besides the superintendent, because the grades are housed in the same building and there is a grade principal.

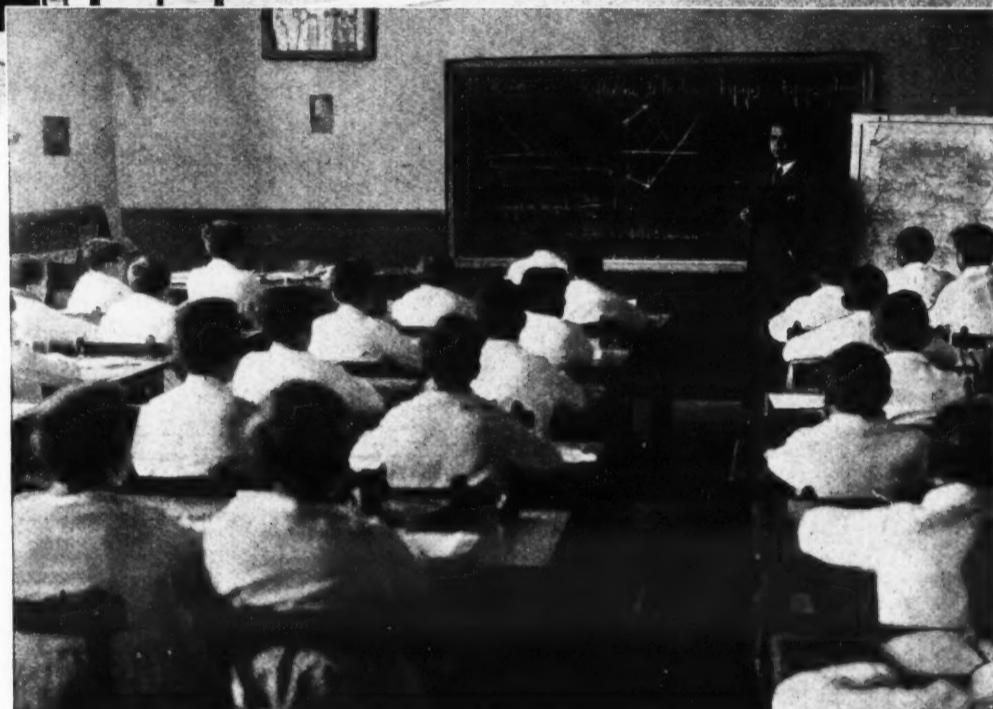
Why do we have so many titles? One reason might be "keeping up with the Joneses." The small town feels that it must have these principals if it is to have an up-to-date school system. A small-town superintendent also seems to think that he

(Concluded on Page 54)



BUSES OF THE SANDUSKY COUNTY, OHIO, SCHOOLS, IN COURT HOUSE SQUARE FOR ANNUAL INSPECTION AND DRIVERS' CONFERENCE (MAY, 1935)

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(Concluded from Page 52)

carries more weight if there are several principals under him. A third reason is that teachers are anxious for titles, perhaps as "open sesames" to future promotions.

Having both a junior- and senior-high principal in the same building creates at least five bad conditions:

1. A confusion of authority exists in most small schools, because there are several principals and a superintendent in the building. Teachers with a problem go first to one of the principals; if his decision doesn't suit, the problem is taken to the superintendent in the hope of a more favorable answer. Pupils who are dissatisfied carry the matter over the principal's head to the superintendent, and vice versa. Pupils or teachers who get a ruling from the superintendent that does not satisfy them may go to the principal in the hope of trapping him and getting authority to proceed as they first desired.

When class-schedule-making time comes around the superintendent becomes a referee. In most smaller schools, both principals use the same teachers to some extent. Theoretically the principals cooperate in working out class schedules, but experience shows that changes are made by one principal, without the knowledge or consent of the other, and chaos appears where order might be, if control were centered in one person.

2. Duplication of effort is the second evil of duplicate principalships. Pupils must get permission from several sources before they are free to initiate new activities; teachers must make reports to more than one person. Principals often oversee an activity already sufficiently supervised by the superintendent.

3. To really understand the ways in which several principals in the same building lower morale, one needs to serve in such a school. How can teacher morale be high where each teacher has three bosses? In these schools, a teacher finds herself in the dilemma of being told to do one thing by one principal, and exactly the opposite by another. Necessarily, the superintendent spends a good deal of time as an arbitrator. These cases of arbitration lower the morale of all participants.

4. Creating so many principals has cheapened the value of educational titles. In the army, a corporal has charge of seven soldiers; a captain of about two hundred men. But in educational work a principal may mean that one has charge of two teachers or two hundred. As a result, outside the cities, the title of principal means nothing.

5. Since the title "principal" generally carries with it the right to extra pay, duplicate principalships increase the financial burden for the town.

For the difficulties created by separate principalships, the writer prescribes two remedies:

1. For the very small school, abolish the office of principal entirely, and require the superintendent to take over the principal's duties.

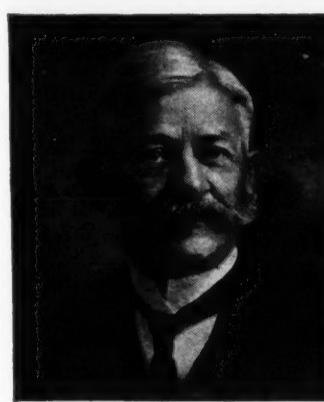
2. For the larger school, merge the office of junior- and senior-high principalships into one, creating a high-school principal.

Small schools can get along well without any principal. The superintendent can serve in that capacity. If the high school has a session room or rooms, these can be taken care of by homeroom teachers. Abolishing the principalship centralizes authority in one person to whom both pupils and teachers may look for guidance. There will no longer be confusion in scheduling, discipline, and control. The money saved can be spent in hiring a better-trained superintendent and more efficient teachers.

In the larger schools where the superintendent has more than one building to look after, it will be well to have a high-school principal to look after and serve grades seven through twelve. The financial economy in eliminating two principals is of less importance than the gains from centralized authority and better morale, and the employment of one good man to serve the whole high school.

A SELF-RATING SCHEME FOR TEACHERS

Objective judgment of the teacher's ability to instruct and of her actual performance from day to day in the classroom is one of the present needs in school supervision. In the opinion of Mr. Charles K. Palmer, principal of the Washington School, East Chicago, Ind., the supervisor's judg-



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ment of the teacher is possible only on the basis of a scientific program of rating.

Teachers generally do not have a clear realization of the desirability of a valid appraisal of their work on the part of the supervisor. They rather shrink from self-criticism, because they do not see their own lack of training and achievement. There is a real need for constructive appraisal which will enable both the supervisor and the teacher to judge

TEACHER RATING CARD	
Name of teacher	Scorer
School	Date of rating
Subject or Grade	Position
Retained	
Dismissed	
Improving	
Declining	
Excellent	
Very good	
Good	
Above normal	
THE AVERAGE OR NORMAL TEACHER	
Below normal	
Inefficient	
Poor	
Very poor	
Remarks:	

SCHEME FOR RATING TEACHERS
(Copyright by Mr. Charles K. Palmer, 1935.)

her abilities, attitudes, and achievements. Such appraisal is possible in most instances only with the aid of an instrument which will make impossible the application of unreliable and indefinite personal considerations and will reveal the absence or the imperfect presence of dynamic qualities essential in teaching. Such an instrument of judg-

(Concluded on Page 56)

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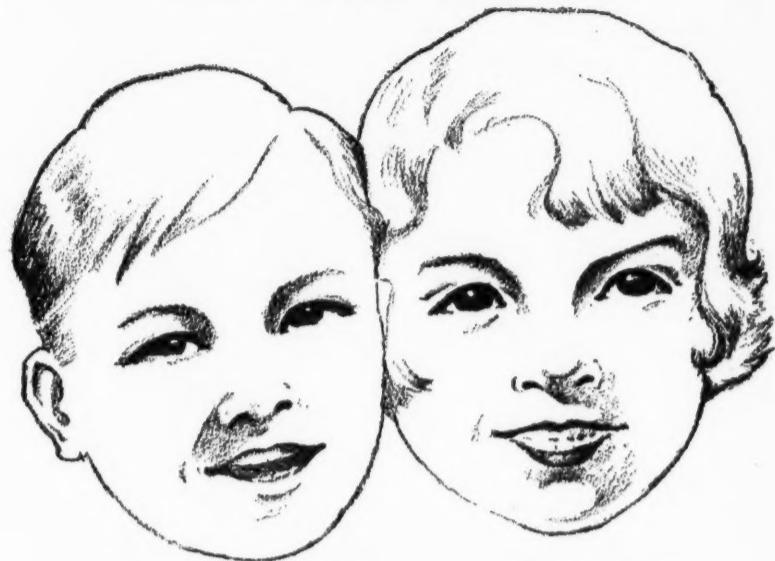
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(Concluded from Page 54)

ment must be scientific, accurate, and balanced at least to the extent of the general considerations.

In order to provide motives for the co-operative use of such an instrument, or rating scale, the immediate use of the scale must be placed in the hands of the teacher. It must also show her how she differs from the achievements and abilities of the group. The chosen qualities which she is expected to strive for must be objective, clear, and not overlapping.

A teacher-rating card devised by Mr. Palmer, has two important features — first, the classification of qualities into five groups: (1) skill in teaching, (2) skill in class management, (3) time work in the school system, (4) professional growth, and (5) personal and social qualities. The second half of the scheme is the rating of the teacher's efficiency by direct comparisons with the average standard of efficiency of all teachers in the local school system. These comparisons cover the five points just mentioned.

Mr. Palmer holds that the outline which he has prepared for use graphically and with the objectives in mind will produce better results than have been possible under any previously existing plan.

UNIT SYSTEM IN SCHOOL ADMINISTRATION

The city of Louisville, Ky., in 1934 engaged the services of the Griffenhagen Associates to make a study of the school system of that city and to recommend such changes as might be deemed expedient. In a report made by a committee of the board of education some of the recommendations are rejected, but the general findings in the main are substantially accepted.

The study points to the triple-headed system, whereby the superintendent, the business manager, and the secretary-treasurer enjoy co-ordinate authority, and recommends the unit system whereby the executive labors are placed under the authority of the superintendent.

In comment thereon a committee of the school board said:

"This co-ordinating influence appears to be essential to the successful operation of every other form of corporate enterprise, and your committee is unable to see why the operation of our public schools should constitute any exception to the generally recognized rule for the conduct of corporate affairs."

The committee said the views of the board of education regarding the changing of the system of control for the schools had been requested and that John A. Miller, president of the board, expressed its agreement that, "theoretically the unit system might possibly be the better system, but that, practically, since at the present time, the incumbent departmental heads are functioning in perfect harmony, there is no need for a change."

The salary of the superintendent is fixed at \$5,000 by a constitutional provision. The experts believe this provision ought to be replaced. It also discusses the single salary schedule as follows:

"The necessity of a single salary schedule for teachers and principals," the committee said, "appears to be beyond question. Length of service alone is entirely inadequate as a basis for compensation and salaries not based on an aggregate of all the factors which should go into the constitution of an objective criterion are bound to foster inefficiency and discontent which will rebound to the detriment of the pupils."

MICHIGAN'S SCHOOL PROBLEM

The urgent need for important changes in Michigan's school system is emphasized in a recent survey conducted by the state department of public instruction. The principal findings are:

1. At least 2,375 school districts in the state, or more than 35 per cent of the total number, exist in areas where all taxable wealth is so scanty that a "minimum educational program" is doubtful or impossible.

2. Students in these districts are handicapped, and taxpayers, because of low total assessed valuations, are forced to pay a higher rate of school tax than property owners in more prosperous areas.

3. Reorganization of existing school districts on a basis of a single district for an entire county is advisable in the northern half of the peninsula.

4. Mergers of a large number of districts on a "community," rather than a township, basis is desirable in the lower half of the peninsula.

5. Because of the large distances and scattered population, township organization of schools in the Upper Peninsula is well adapted to present needs and should be continued, at least until a better solution is devised.

"For a school district to function at all satisfactorily, it must be backed by an assessed valuation of not less than \$100,000," said Paul Thompson, deputy state superintendent of public instruction, in a newspaper comment on the survey. "If the taxable wealth behind it is less than this amount, there would have to be

unusual circumstances to justify its existence as a unit of government.

"When Michigan's educational system was first laid out, there was a fairly even distribution of taxable wealth. Since then wealth has accumulated tremendously in some counties and been exhausted in others. The balance that existed in 1929 has been destroyed.

"Since the good or bad education of a child in any district affects the entire state, taxpayers in all school districts should pay about the same share of the cost of schools. But in 1932-33 there were 281 districts where not a cent was levied locally for the support of public schools. There were 1,626 districts where a tax of 9.1 mills or higher was levied for schools.

"The present multiplicity of school districts is an injustice to the taxpayers. If some of these districts were merged to form larger districts, there would be at least an equal tax in all of one area, and all property owners there would be carrying their just share of the burden."

BRIGHTER OUTLOOK FOR WEBSTER PARISH SCHOOLS IN 1935-36

The Webster Parish Schools at Minden, La., previous to the opening of the 1935-36 school term, carried on a school-opening program under the direction of E. S. Richardson, superintendent of schools.

Previous to September 9, when the first sessions were held, there were a number of important staff meetings. On September 3, the principals met in the school-board offices for a preliminary discussion of the year's work and its objectives. On September 6, all teachers doing library work held a meeting at the parish library to discuss problems and new extensions of library service. At the same time there was held a joint meeting of principals, bus drivers, and janitors, which took up standards of building maintenance, regulations for bus service, and similar problems. At these meetings, definite policies were adopted and objectives for the year were set up. On Saturday, September 7, a meeting of all white teachers was held in the high-school auditorium. During the week from September 2 to 7, textbooks and supplies were delivered to the bookstores of the respective high schools of the parish. This had the effect of saving time for the actual work on the opening day.

Mr. E. S. Richardson, superintendent of schools, predicts a successful school year during 1935-36, due to a renewal of enthusiasm among the teachers. At the close of the last year the teachers were given a bonus of 7½ per cent of the year's salaries. A considerable increase in salary has been voted for this year. The parish school budget will permit this increase.



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During the summer all school buildings were put in good condition. The buildings were inspected carefully; the rooms were cleaned, the toilets painted, and the floors oiled.

There is reason to believe that the 1935-36 school term will be the best in the history of Webster Parish. The superintendent, the supervisor, the principals, and many of the teachers attended summer school and gathered information which they will proceed to put into operation during the school year.

Positive co-operation has been set up as the keyword for the year. Each week through staff meetings, teachers and principals will be enabled to understand parish objectives and to become acquainted with their co-workers.

Arrangements have been made with the Louisiana State University for the use of the parish schools as a laboratory in extension service. The plan has been approved by the school board and the staff of the schools. The parish was selected for this type of service because of its superior health organization and its parish-wide library facilities.

According to Superintendent Richardson, regular attendance in school is essential to success. Good teachers, faithful bus drivers, efficient supervision, library service, and comfortable buildings mean nothing he said, if children are detained at home and kept from attending classes.

SCHOOL BONDS VOTED SIX TO ONE

The city of Tipton, Missouri, carried a school-bond election for \$25,000 six to one. This sum, together with \$20,250 granted by the Federal Government totaling \$45,000, will provide for a modern public-school building.

This is the way the school-bond campaign was won: Several women's organizations took charge. The young matrons went out in their cars on election day, taking the older people to the polls. Thus, they provided them with a pleasant ride, and, incidentally, impressed them with the desirability of a new school-house.

A local newspaper, in commenting on the result, said: "It has not been many years since some of these young women as little girls were pupils in the old school building. They remember how during recess they ran up and down the old squeaky wooden stairways, and how they sat in recitation rooms gazing at the cracks in the brick walls of the old building. Naturally they were inspired on election day to take a hand in voting bonds for a modern building for the boys and girls of Tipton where they can acquire an education amid pleasant surroundings."

NEW YORK CITY TO SPEND SEVENTEEN MILLION FOR SCHOOL RELIEF PROJECTS

A total of \$17,382,936 in relief wages will be paid out during the school year beginning with September, 1935, to 15,304 teachers, recreation leaders, physicians, nurses, child-welfare workers, and others to be employed on PWA projects in the New York City schools, according to George H. Chatfield, director of the Bureau of Attendance and Child Welfare.

During the 1935 school year a number of new projects will be started, others will be enlarged, and those previously in operation will be continued. The new projects comprise an adjustment service for secondary-school students, an after-school-activities program for 25 elementary schools, a clinic for speech defects, an extension of school library service, sight-conservation work, and a study of objective teaching procedures and materials to serve as a source library for classroom teachers.

In addition, three projects, costing \$1,000,000 more, have been planned.

THE OHIO SCHOOL SURVEY

Ohio's new school system based upon the Mort Plan, which was adopted in modified form by the state legislature, has come under the security of the Sherrill Survey Commission, whose report has been submitted to Governor Martin L. Davey. The Mort Plan throws the burden of financing the schools upon the state. The survey commission adheres to a rational program.

Upon receiving the report, the governor, after contrasting state versus local school support, made the following caustic observation:

"Local school districts still insist on the principle of home rule even though the state and federal governments contribute heavily toward their maintenance.

"This is obviously inconsistent!

"It is doubtful whether a more perfect instrument has ever been devised for the promotion of extravagance and wastefulness than the policy whereby a unit is not required to support itself.

"So long as someone else foots the bills or matches dollar for dollar, that waste will continue."

The survey touches upon the several educational activities engaged in, holding that some of the special studies might be regarded as nonessentials in the light of the financial ability of some of the school districts. Here it says:

The Report

"The survey believes that the Department of Education should persist in adhering strictly to a rational program of education. The introduction into the school curricula of intrusive innovations of speculative value

and high cost, such as the school of the air and visual education, is entirely unwarranted.

"There is also considerable doubt in the minds of the survey of the value of the contemplated extension of the teaching of music in the public schools. The survey is likewise impressed with the thought that the actual achievement of the schools in vocational education is probably over-estimated, and its value should be determined in relation to its extra cost.

"Naturally, keen interest is manifested by those of the Department of Education in charge of the promotion and further extension of their respective specialties without due regard to the broad departmental viewpoint; also, in the matter of securing additional appropriations for expansion. In these activities the departmental management has passively acquiesced.

Cost of Innovations

"When it is realized that at the present moment the salaries of about 11,000 school teachers in the State remain unpaid — some of them since last October — and that by virtue of the school bill just enacted it appears that many of their salaries may have to be reduced, the impropriety — not to say the absurdity — of engraving upon the school system these new features of diverting and questionable value and high cost, is thrown into a new high light.

"The activities of the several subdivisions of the department of education should be co-ordinated so that the department may function as a single unit in attaining a broad and enlightened objective, rather than to continue as an unrelated collection of specialized interests."

By way of a general observation, the survey says:

"If an educational program is presumed to fit our young people to cope with the real problems of later life, we have strayed far from that original objective. Moral fiber is strengthened by self-denial, not by self-indulgence or by making it too easy to acquire that which passes for an education. The things that are worth while, either spiritual, moral, physical or cultural, are acquired only through infinite and painstaking effort. The utmost care must be exercised to prevent the substitution of entertainment for the recognized fundamentals of education."

♦ Dwight, Ill. A textbook rental plan has been established by the boards of education of the public schools and the Dwight Township High School. The rental fee has been set at a figure which is sufficient to cover the cost of the book at the time it is worn out. It is believed that the rental plan will effect a saving in cost to the parents and will result in cleaner books.

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School Building News

TREES ON THE SCHOOL GROUND

H. S. Curtis, Ph.D.

The first conception of the school ground seems to have been that it was merely a setting for the school building. Play was not regarded as significant, and physical education was not in the program. Many of the schools were built without grounds, and when there was a ground it was merely in order to give a better view of the building. When a good-sized site was secured, the architect usually placed the school at the back of it with a lawn in front to give it a parklike effect.

School boards, also, have looked upon the school grounds not from a point of view of children's use, but from the effect it produced upon people driving or walking by. They have sought to have schools that would be an adornment to the neighborhood and the cities.

All over the world the movement for the past four decades has been away from the old formal gymnastics on the inside toward games and athletics. The school ground has become a part of the school plant, and it is often in use several periods of the day as fully as the classrooms.

A school ground that is to be used for games and athletics may not be a grove of trees. It is very desirable that there should be trees around the edge of every playground, and they may be placed around special features such as a tennis court. But a tree too close to a tennis court or a baseball diamond is neither ornamental nor useful.

Many school grounds have so many trees upon them that it is impossible to play most of the games that the program calls for, and they are so close together they cannot develop properly. The rule of the United States Forester at Washington, who has charge of about eighty thousand trees in that city, is that trees should not be closer than 40 feet from each other.

On many school grounds trees have been planted not more than 15 feet apart and have afterwards been trimmed until there is no semblance of the beautiful crown of limbs and leaves which is the glory of any closer than 40 feet from each other.

natural tree. Such trees give little shade and are a disfigurement to the grounds. Many of these dead and dying trees are being cut out each year, but an unsightly

stump is often left which is nearly as much in the way as the original tree. The most effective way to remove a tree from the school ground is to pull it with a tractor. There are many grounds which would be improved enormously for both use and appearance if two thirds to three fourths of its trees were removed in this way.

SCHOOL-BUILDING SHORTAGE IN CALIFORNIA

A survey of school-building adequacy in California, carried on by Dr. C. M. Hirst, assistant chief of the Division of Schoolhouse Planning for the State Department of Education, indicates that there is a considerable shortage of schoolhousing when the problem is approached from the standpoint of the adequacy of the existing school plant (a) adaptability to instruction, (b) healthfulness, (c) facilities for recreation, and (d) adequacy for social and community uses.

The survey carried on during the past year was intended to be of assistance in connection with long-term planning, not only for school housing, but also for the reorganization of districts, the financing of schools, etc.

The survey of elementary-school districts not administered by city superintendents of schools, included a study of 2,725 elementary-school districts, with 273,477 pupils in average daily attendance. This included 98 per cent of the elementary-school districts of the state, and 45 per cent of the average daily attendance in elementary grades. It was found that these districts represented \$1,830,309,142, or 34 per cent of the total assessed valuation of the entire state. These districts have a total bonding limit of \$91,500,000, and a present bonded indebtedness of \$26,170,834. They still possess a bonding capacity of \$65,344,000.

In seven counties, there is a very small margin between the total bonded resources and the total building needs.

The survey indicated that it will require \$29,539,000 to bring the actual schoolhousing up to a reasonable standard of completeness and adequacy. The standards for schoolhouse adequacy as set up by the State Department include such elements as (a) adequate site, (b) replacement of temporary structures, (c) replacement of worn-out and impractical structures, (d) enlargement of playground for an adequate play program, (e) at least one classroom for each 35 pupils, (f) adequate water supply, (g) adequate service units for a modern school program, (h) reasonably well equipped classrooms, (i) suitable interior painting, (j) cafeterias, (k) gymnasiums in schools of more than 250 enrollment.

SCHOOL BUILDING NEWS

♦ Gladwater, Texas. Construction work has been started on a new school, to cost \$50,000.

♦ Eldorado, Kans. The board of education has called for bids on school bonds recently voted for the construction of a junior-college and high-school building. The amount of the bonds is \$198,000.

♦ Lewistown, Pa. The school board of Burnham borough has approved plans for a new high school. Messrs. Laurie & Green, Harrisburg, are the architects.

♦ Baltimore, Md. Five school projects, including the construction of a new high school, are provided in the proposed federal work-relief program which is to cost \$2,000,000.

♦ Houston, Texas. The board of education has proposed a school-building program, to include a series of new school projects. The cost of the construction will be approximately \$2,000,000.

♦ Salem, Oreg. The school board has awarded contracts for several of the projects included in the new \$60,000 school-building program. Architects Knighton & Howell, of Portland, have been appointed as architects.

♦ Dallas, Texas. The board of education has adopted a new policy, setting aside the sum of \$130,000 during the year as the nucleus of a building fund. The new system makes possible definite planning and budgeting for permanent investment.

♦ Upper Marlboro, Md. Five new school buildings have been completed and are ready for occupancy in Prince Georges County. A sixth school building will be completed in November.

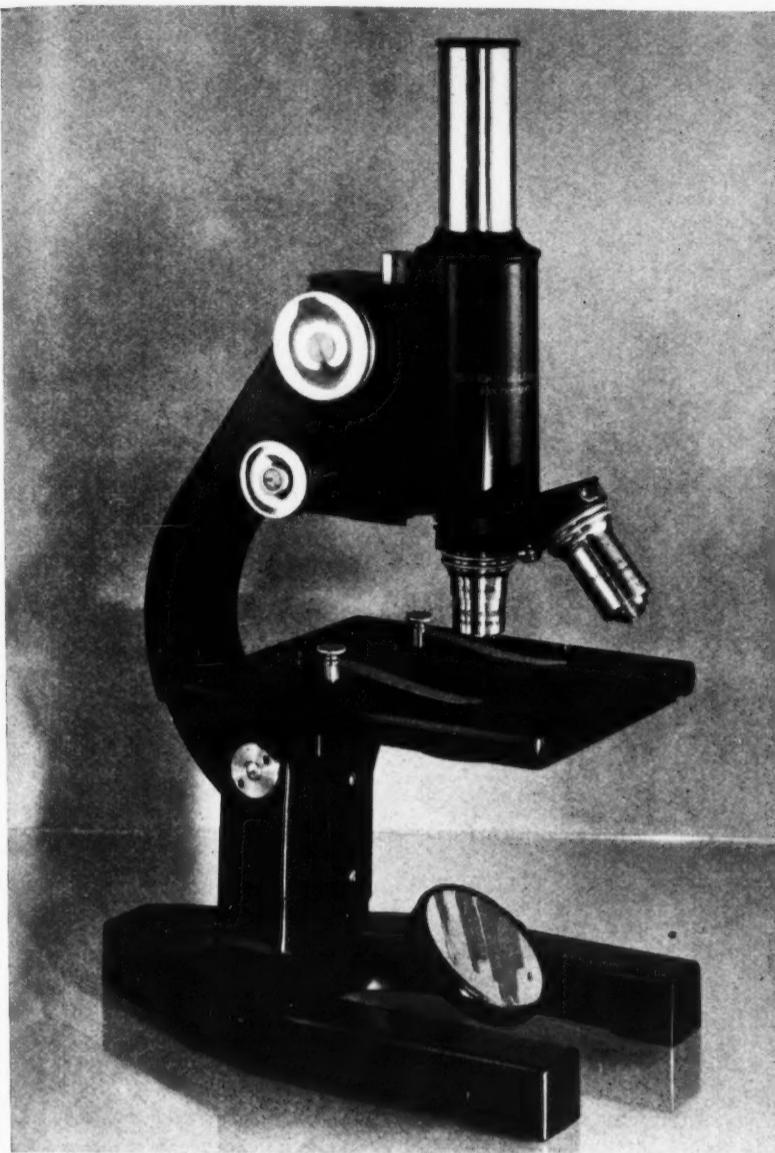
♦ Maumee, Ohio. The board of education, during the past ten years, has spent \$200,000 for building purposes without recourse to a school-bond issue.

♦ Duluth, Minn. The county board of St. Louis county has begun work on a new school-building program, to comprise two school buildings, and additions to four existing structures, at a cost of \$193,000. Approval has been received for a loan and grant from PWA funds.

♦ The school board of Golden, Colo., has begun plans for a new school building, to cost \$215,000.

♦ Detroit, Mich. Plans have been prepared by Architects Smith, Hinchman & Gryl's for the new Western High School. The school will accommodate 2,000 students and will be completed in April, 1936.

♦ Dighton, Mass. A new high school has been completed and occupied. The school was erected with the aid of money borrowed by the town, at a very low interest rate. A community playground, adjacent to the building, has been provided.



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(a) - Whether the bidder maintains a permanent place of business, and if so, where it is located.

(b) - Whether the bidder has a plant and equipment adequate to do the work properly and expeditiously, and if so, a list of the plant and equipment available for this work.

(c) - Whether the bidder has appropriate technical knowledge, and if so, a list of important subjects which he has studied or obtained proficiency.

(d) - Information as to the name of the surety or securities offered by the bidder, and in case more than one surety is offered, as to the names of the security which is to assume.

(e) - Statement with respect to the financial status of the bidder, to be given as of the date of award, and to show the bidder's financial position up to date. It is recommended that the bidder's financial condition is as good as or better than at the time the statement was made.

The following information is required by the Board of Education:

(1) - What portion of the work is proposed to submit notes or materials.

(2) - Length of time engaged in business under present name, and location of a permanent place of business.

(3) - The jobs of similar character and magnitude completed by your organization or the members thereof within the last five years, the amount of contracts, and amounts of fees or compensation furnished for each job listed above.

(4) - Copy of balance sheet showing current financial position. Attention is called to the fact that the Board will require that the Contractor be possessed of enough liquid capital to assure completion of the contract without liens or assignments, and to insure payment of obligations arising from such work.

Note: Sections A, b, c, d, e, are required by the P.W.A. Please keep information from that section separate from information, items 1, 2, 3, 4, 5.

Immediate reply requested.

Very truly yours,
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♦ The New York City board of education has begun a study of school heating methods in three designated schools. The study has taken the form of an experiment to ascertain whether economies may be effected in heating the schools, and was begun upon the recommendation of the Anthracite Institute, which has been conducting a survey of three typical school buildings with a view of offering advice on the efficiency and economical operation of the present heating plants in school buildings.

Acting on the recommendation of the Institute, the board installed a new type of grate which is expected to make possible the use of a less expensive size of coal of the same grade as now used, and which will insure greater efficiency, with a substantial saving in fuel costs.

♦ Rochester, Minn. The board of education has begun the building of an addition to the Northrop Grade School, to cost \$55,000. This is the second building project to be financed without a bond issue. In each case, the cost of the project was provided by spreading it over a two-year period in the regular budget. In preparation for the procedure, the board gave considerable publicity to the ultimate cost of the building, to be paid for by a bond issue maturing in fifteen to twenty years.

♦ Fort Thomas, Ky. The board of education has completed plans for additions to the present high-school building, at a cost of \$185,000. The additions will provide enlarged laboratories, shops, libraries, and an auditorium, as well as classrooms, a nurse's clinic, and offices for the principal.

♦ Topeka, Kans. The board of education has approved plans for the East Side Junior High School. The building will provide accommodations for 900 students.

♦ La Porte, Texas. Messrs. Jonas & Tabor, architects, of Houston, have been employed by the school board to prepare plans for a new school building to cost \$100,000. Application has been made to the government for a federal loan to aid in the financing of the construction work.

♦ Lexington, Ky. The board of education has practically completed its PWA school-building program, at a cost of \$500,000. The completion of these new buildings has permitted the abandonment of portables and temporary frame structures for the first time in fifteen years.

♦ Harlan, Ky. The board of education contemplates the erection of a grade school to house 1,000 students.

♦ Allentown, Pa. The county school board of Lehigh County has approved a school-building pro-

gram, calling for \$1,000,000 to be used in carrying out a county building program. The program provides for a senior high school, a junior high school, and several other projects.

♦ Mountain Lake, N. J. The school board has received bids for the construction of a junior-senior high school. The building will be completed at a cost of \$220,000.

♦ Cambridge, Mass. The school board has received a report from the special committee appointed to make a study of the lighting systems in the school buildings. Before making specific recommendations, the committee advised that one schoolroom be furnished with the latest in lighting equipment and that a study be made of the operation of the equipment during a full school year. The local utility company was authorized to equip the demonstration room without charge to the city.

♦ Dayton, Ky. The board of education recently completed the construction of an athletic field, with accommodations for 4,800 persons in the stadium. The field was under construction for three years and the work was financed with the aid of federal funds.

♦ Vici, Okla. The voters of School District No. 5 have approved a school-bond issue of \$14,500. The money will be used to aid in the financing of a new school building. Application has been made for a federal grant.

♦ Rumson, N. J. The borough has turned its back on the Works Progress Administration through its decision to reject an offer of federal aid in the amount of \$25,000 to construct an athletic field for the local high school. The mayor and common council had decided that the work could be done for \$4,500 and voted to do without federal assistance. The city officials held that in accepting the offer they would prove themselves unfair to the local taxpayers.

♦ State Superintendent W. W. Trent, of West Virginia, has estimated that \$10,875,000 will be needed to finance new school construction in 55 counties of the state.

♦ El Reno, Okla. Preliminary sketches have been prepared for the proposed junior high school, to be erected at a cost of approximately \$110,000.

♦ Madison, Wis. The board of education has approved nine school-building projects, calling for the enlargement and improvement of school buildings.

♦ New Orleans, La. The school board will receive new bids for the construction of the Rabouin Memorial School for Girls. The building must not cost in excess of the \$350,000 available for the construction.

♦ Milwaukee, Wis. The board of education has received a grant of \$270,000 for the construction of two

grade schools. The sum will be supplemented with \$330,000 from the school board's building fund.

♦ Ashland, Kans. The school board has employed Glen H. Thomas, architect, of Wichita, to prepare plans for a grade-school building. The building will have an auditorium and will cost approximately \$100,000.

♦ Garden City, Kans. The school board has employed S. S. Voight, architect, of Wichita, to prepare plans for a sixteen-room grade school. The building will cost approximately \$90,000, of which the PWA will be asked to furnish 45 per cent.

♦ More than \$7,285,000 in school-building projects is under way or contemplated for early operation in Minnesota. The major portion of the work is to be accomplished through the PWA, with a number of communities taking advantage of the facilities of governmental agencies. Plans have been prepared for new schools at West St. Paul, White Bear Lake, Chatfield, West Concord, Tracy, and Dassel. A number of rural schools are planned at Robbinsdale, St. Louis Park, Golden Valley, and Edena.

♦ Lathrop, Mo. The citizens have approved a proposal calling for the erection of a school to cost \$100,000. The project will be financed in part by a bond issue of \$55,000 and by a federal grant of 45 per cent.

♦ Bonham, Texas. The school board has received approval of its application for a grant of \$75,000 toward the new school-building program. The funds will be used to erect an auditorium and gymnasium building for the high school.

♦ The voters of Waverly, Kans., have approved a school-bond issue of \$85,000 for the construction of a new school.

♦ Robbinsdale, Minn. The voters recently approved a bond issue of \$125,000 for the erection of a junior-senior high school.

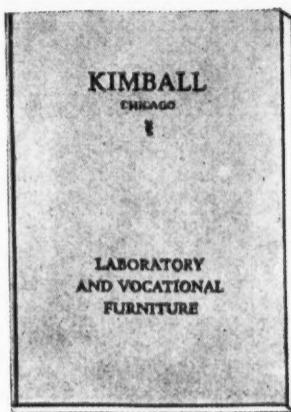
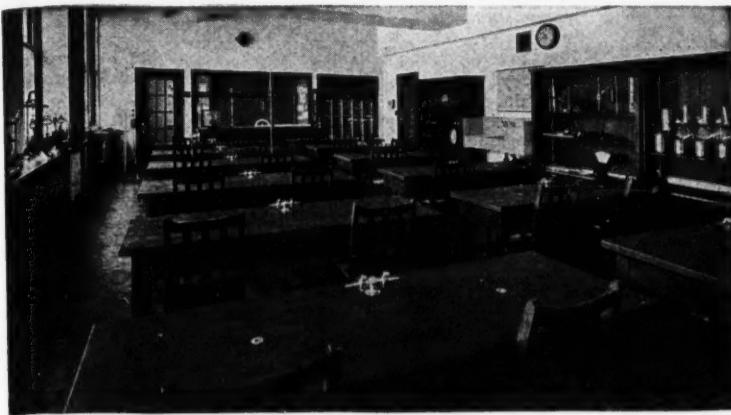
♦ Council Bluffs, Iowa. The board of education has voted to distribute \$226,500 of school fire insurance expiring this year, among 28 local agents.

♦ Construction work has been started on the high-school stadium at Austin, Tex. The estimated cost is \$65,000.

♦ The board of education at Appleton, Wis., has selected a site for the proposed high-school building.

♦ Fountain Hill, Pa. Plans have been started for a new high school, to be erected at a cost of from \$160,000 to \$175,000.

♦ Columbus, Ga. Supt. R. B. Daniel, in a recent report to the school board, has outlined a building program, calling for the erection of a new building for the Industrial High School.



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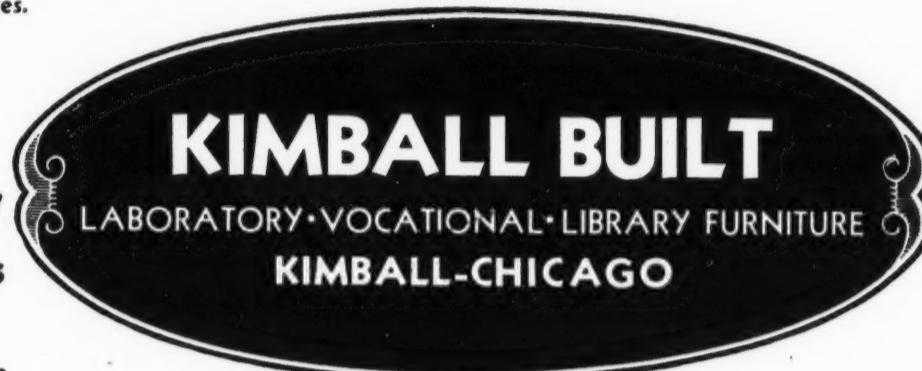
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♦ Big Lake, Minn. The voters have approved a bond issue of \$10,000 for the erection of a gymnasium-auditorium building.

♦ The voters of Lane County, Dighton, Kans., have approved a bond issue of \$110,000 for a building project. Application has been made for a federal grant to aid in the financing of a high-school-building project.

♦ Adrian, Mo. The voters have approved a proposal for the construction of an auditorium-gymnasium building. Application has been made for a PWA grant in the amount of 45 per cent of the local bond issue, or \$10,500.

♦ Beaumont, Texas. The school board has adopted a new insurance program, which reduces by more than one third the insurance coverage on fifteen school buildings, representing largely fireproof or semifireproof buildings. Under the new plan, the total policies will amount to \$1,000,000, instead of the former \$1,575,000. While there will be a 4 per cent increase in the rate resulting from the change, the premiums will be reduced over a year's time from \$14,731 to \$10,370.

♦ The town of Southbridge, Mass., recently voted to borrow and appropriate the sum of \$255,000 for the erection of two elementary schools, conditional upon the approval of a federal grant of not less than 45 per cent. M. A. Dyers, of Boston, Mass., has been employed as architect for these buildings.

♦ Cincinnati, Ohio. The board of education has announced the appointment of the architects who are to prepare plans for the new \$6,000,000 school-building program of the school system. The seven architects appointed are to receive 4½ per cent of construction costs, instead of 3 per cent, the rate in effect for the past few years.

♦ Utica, N. Y. The board of education has started a program of school-building construction under PWA auspices, estimated to cost \$993,000. Included in the program is the Thomas R. Proctor High School, estimated to cost \$849,234.

♦ Philadelphia, Pa. The board of education has begun plans for the construction of four new schools.

DEATH OF DR. WILLIAM J. COOPER

Dr. William J. Cooper, former United States Commissioner of Education, died in a hospital at Kearney, Nebr., on September 19, following a stroke suffered on September 10. Dr. Cooper, who was 53, was traveling to his home in California when he was stricken and taken to the hospital.



DR. WILLIAM JOHN COOPER
(Died September 19, 1935)

carried out under his direction. He resigned in May, 1933, to accept an appointment as Professor of Education at George Washington University.

COMING CONVENTIONS

October 23-26. Nebraska Teachers' Association, at Omaha, Norfolk, Hastings, Holdrege, Sidney. Charles A. Bowers, Lincoln, secretary.

October 24-25. Maine Teachers' Association, at Bangor. A. W. Gordon, Augusta, secretary.

October 24-26. Michigan Education Association, (Dist. No. 4), at Grand Rapids. L. C. Doerr, Grand Rapids, secretary.

October 24-25. Minnesota Education Association (southeastern district), at Rochester. A. T. French, Winona, secretary.

October 24-25. Minnesota Education Association (southwestern district), at Mankato. Mrs. R. Drake Tuttle, Mankato, secretary.

October 24-26. Utah Education Association, at Salt Lake City. B. A. Fowler, Salt Lake City, secretary.

October 24-26. West Virginia Education Association, at Charleston. J. H. Hickman, Charleston, secretary.

October 25. Connecticut Teachers' Association, at New Haven. Miss T. Powers, Waterbury, secretary.

October 28-29. New York State School-Board Association, at Syracuse. W. A. Clifford, Mt. Vernon, secretary.

October 30-November 2. New Mexico Education Association, at Albuquerque. V. O. Tolle, Santa Fe, secretary.

October 31-November 1-2. Iowa Teachers' Association, at Des Moines. Charles F. Pye, Des Moines, secretary.

October 31-November 1-2. Minnesota Education Association (twin cities), at Minneapolis and St. Paul. M. Russell, Minneapolis, secretary.

November 1-2. Kansas Teachers' Association, at Lawrence, Manhattan, Hays, Dodge City, Wichita, Pittsburg. F. L. Pinet, Topeka, secretary.

November 4-5. New York Teachers' Association (western district), at Buffalo. Ada James, Buffalo, secretary.

November 4-7. The National Council on Schoolhouse Construction, at Washington. D. C. Dr. Ray L. Hamon, George Peabody College for Teachers, Nashville, Tenn., secretary.

November 6-8. North Dakota Education Association, at Bismarck. M. E. McCurdy, Fargo, secretary.

November 7-9. Colorado Education Association, at Denver. W. B. Mooney, Denver, secretary.

November 7-9. Missouri Teachers' Association, at St. Louis. E. M. Carter, Columbia, secretary.

November 7-9. Wisconsin Education Association, at Milwaukee. O. H. Plenzke, Madison, secretary.

November 9-12. New Jersey Teachers' Association, at Atlantic City. S. C. Strong, Trenton, secretary.

November 14-15. Delaware Teachers' Association, at Wilmington. Mabel T. Alexander, Wilmington, secretary.

November 14. Massachusetts Superintendents' Association, at Boston. B. J. Merriam, Framingham, secretary.

November 17-23. National Book Week. Theme, Reading for Fun.

November 21-23. High School Conference, at Urbana, Ill. A. W. Clevenger, Urbana, president.

Workmen's Compensation for Teachers Injured Enroute to School

(Concluded from Page 32)

The two decisions are only two years apart, and although there was no dissenting opinion in either case, yet only two judges participated in both opinions and thus changed their minds. One of these was Judge Florence E. Allan, who has since been elevated to the bench of the United States Circuit Court of Appeals.

Idaho Decisions in Favor of Teacher

An Idaho case of 1930 held that a teacher who was injured in an automobile accident while on her way to the home of the chairman of the board of school trustees for conference with him about school affairs, expecting to proceed therefrom to school, was entitled to compensation.⁴ A more recent decision of the same court likewise approves an award to a teacher who fell on a slippery sidewalk and fractured her hip while walking from her home to school, a distance of about a block and a half. The facts on which this holding is based are two: (1) The teacher was carrying a book which, under the rules of the school board, she was required to read and review and deliver one copy of her review to the principal; and (2) at the time of the accident she was watching some school children on their way to school who were snowballing, with a view toward seeing that their conduct should not

become injurious to themselves or others. She saw nothing requiring any reprimand or report, but this does not negative the fact that she was observing.

This fact was important, because an Idaho statute, quoted by the court, provides that teachers shall "hold pupils to a strict account for disorderly conduct or improper language in and about the building, on the playgrounds, and on the way to and from school . . ." (italics ours). It is held that this statute imposes on the teacher a duty coextensive with the limits of the school district at least, and coextensive as to time with the periods when children are on their way to and from school. From this it is easy to conclude that the injury to the teacher in this case arose out of and in the course of her employment, and the court so held, quoting from one of its own earlier statements of the rule: "An injury arises in the course of the employment when it takes place (a) within the period of employment, (b) at a place where the employee may reasonably be, and (c) while he is reasonably fulfilling the duties of the employment or doing something incidental to it."⁵

⁴*Scrivner v. Franklin School District No. 2 of Canyon County, 50 Idaho 77, 293 Pac. 666 (1930).*

⁵*Logue v. Independent School District No. 33, Ada County, et al., 53 Idaho 44, 21 Pac. (2d) 534 (1933).*

from time to time. The Legislature provided that the county outside of the established independent graded and city school districts should constitute one district, and vested broad powers in the county board in the matter of changing, consolidating, and establishing subdistricts and transferring pupils from one to another. . . . The experience of the educators and administrative officers proved the wisdom of this departure from local influences so that the concept of centralization and unification in management appears throughout the new code as one of the primary timbers in the structure. The power of determining the general educational policies, particularly in respect of qualifications of teachers, the curricula, and supervision, rests in the state board of education. The authority of administering the affairs of the county district is vested in the county board, which is given greater discretionary powers than formerly." (*County Board of Education of Bath County, Kentucky v. Goodpaster*, 84 S. W. 2nd 55, June, 1935.)

Mail Carriers on School Boards

A mail carrier cannot, under the Kentucky Constitution, hold or exercise office of a member of a school board. (*Waddle et al v. Hughes, Superintendent of Schools et al*, 84 S. W. 2nd 75, June 21, 1935.)

The Kentucky Constitution, section 237, provides: "No . . . person holding or exercising an office of trust or profit under the United States . . . shall be eligible to hold or exercise any office of trust or profit under this constitution, or the laws made in pursuance thereof."

"An officer of the United States is one who holds office by virtue of appointment by the President or by heads of departments authorized to make appointments (citing cases). A mail carrier is a public officer within the meaning of the statute forbidding the holding of two offices at the same time. . . .

" . . . Letter carriers are appointed by the postmaster general under authority of the acts of Congress, practically during good behavior. They are sworn and give bond for the faithful performance of their duties. They are paid from moneys appropriated for the purpose by Congress, and their salaries are fixed by law. They have regularly prescribed services to perform and their duties are continuing and permanent, not occasional or temporary.

"From the foregoing, it is apparent that appellant, Neikerk, as a letter carrier held an office of trust or profit under the United States within the meaning of the Constitution and statutes, and was therefore ineligible to hold office as member of the school board."

Teacher's Interest in Retirement Fund

Where a teacher died in 1917 without having retired, all the rights he or his heirs may have had in any pension money from the state by virtue of the teachers' retirement law were terminated and neither he nor his widow had any right to participate in the contingent fund of the retirement system set up under a 1921 statute. This was held in the case of the *State ex rel Stafford v. State Annuity and Investment Board*, 261 N. W. 719 (June 24, 1935).

The Wisconsin Supreme Court has said that "Chapter 459, Laws of 1921, created contractual relations between certain teachers and the state of Wisconsin, and gave such teachers a vested interest in, and a right to participate in, that certain fund described as a contingent fund created by the retirement law. Those who may participate in the benefit are limited to teachers qualified and complying with the terms of the law. The sum of money which the state investment and annuity board were directed to pay to relatrix by Chapter 417, Laws of 1933, is to come from that fund. The conceded facts show the nonexistence of a right or claim in this particular fund in Mr. Stafford at the time of his death. It therefore follows that the attempt to place within the reach of Stafford's estate or of his beneficiary this fund, or any portion of it, results in the invasion of the rights of others, because it is a direct impairment of contractual rights of teachers entitled to participate in said fund under a contract between them and the state."

"Mr. Stafford did not belong to that group. He had an interest in the teachers' retirement fund provided for in Chapter 323, Laws of 1911. Under that chapter, his right to participate matured upon his retirement. There was no provision for a death benefit, nor was there any provision made whereby amounts paid into the fund by Stafford (\$37.94) could be returned to his estate. Had Mr. Stafford retired from teaching, he would have been entitled to receive an annuity for life. He continued teaching, and therefore his interest never matured into an established claim. The fund was discharged of a liability to him at the time of his death. . . .

"Chapter 417, Laws of 1933, is an invalid enactment. It is an attempt by the Legislature to appropriate to a stranger to the fund money belonging to those teachers who are presently members of the teachers' retirement system."

Transportation Contract

A call for bids by a school committee to transport 800 children and a bus company's bid to transport 700 or more children had the effect of a counter offer which upon acceptance constituted a contract. It was

(Concluded on Page 64)

Recent School-Law Decisions

Compiled by Patrick J. Smith, Supreme Court Library, Indianapolis, Indiana

The Colorado Supreme Court has said, in *Roe v. Hanington*, that a teachers' tenure statute which authorizes a school board to dismiss a teacher without a hearing, does not make provisions which require filing of charges and giving notice to a teacher niggatory. (47 Pac 2nd 403, June, 1935.)

"To effectuate dismissal of a teacher holding as here (teacher in same school for eight years), the section of the statute in which the proviso appears requires three positive acts: (1) that charges in writing must be filed with the secretary of the board; (2) that the teacher shall have at least thirty days' notice of the charges; (3) that the board shall conduct a hearing on the charges at which the teacher and the accuser shall be heard in person, and, if desired, with counsel. By no stretch of construction, as we conceive, may it be said that the proviso makes nugatory the requirements that charges shall be filed and the teacher have the required notice. The most that may be said of the proviso is that under certain conditions the board may not bother to conduct a hearing. . . . The language of the statute, and its history as well, indicates the clear purpose of the General Assembly to throw around a teacher of the years of service to the credit of plaintiff in error certain safeguards."

Schools for Colored Children

The county board of education must maintain schools for colored pupils of the county. In the case of *Board of Education of Barbourville v. Knox County Board of Education*, the Kentucky Court of Appeals has said: "In a graded common-school district established by a vote of the white voters residing therein, the colored school children residing in such graded-school district are within the jurisdiction of the county board of education, and it is the latter's duty to establish and maintain for their use and benefit suitable educational facilities. . . . It is the duty of the county board of education under the sections of the statute here reviewed (3587a-1—18 Kentucky Statutes) to maintain schools for colored pupils of the county residing in any graded-school district not maintained for colored pupils, whether such colored-pupils reside within or outside of graded schools maintained for white pupils. . . . But section 3587a-18, expressly requires the board of education of a city of the fourth class to maintain schools for colored pupils residing within the district under its supervision, whether the territory is within or without the city limits." (84 S. W. 2nd 62.)

Transportation Made Mandatory

A statute that requires a board of education to provide transportation for children not within a reasonable walking distance of the schools is mandatory as to the elementary grades, the Kentucky Court of Appeals held. (Ex parte County Board of Educa-

tion of Montgomery County, Kentucky, 84 S. W. 2nd 59, June 21, 1935.)

The new code, section 4399-20 of the Statutes, Supplement of 1934 (section 15, article 5, chapter 65, acts 1934) provides: "Schools shall be maintained for pupils of elementary grades within reasonable walking distance of their homes or the board of education shall furnish transportation from its general funds or otherwise for an elementary pupil or pupils who do not reside within such distance, and any board of education may provide transportation from its general funds or otherwise for any pupil or pupils of any grade or grades who do not live within a reasonable walking distance from the school. . . .

"It is hereby made mandatory as to the elementary grades, and discretionary as to the higher grades, that transportation be furnished if the school is not within reasonable walking distance of pupils attending it. The cost of such transportation comes from the general funds of the county board or 'otherwise.' It does not require the levy of a special tax."

General Educational Policies

The power of determining the general educational policies, particularly in respect of qualification of teachers, the curricula, and supervision, rests, the Kentucky Court of Appeals has decided, in the state board of education.

"In the process of development of the school laws and systems of the state before the 1934 act, there was a gradual departure from the old plan of community control of local schools. A county board of education was established and its powers enlarged

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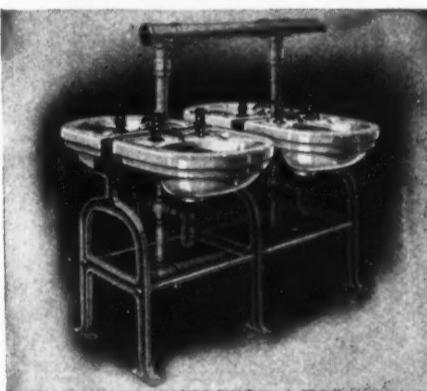
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(Concluded from Page 62)

so held by the Massachusetts Supreme Court in *Wilson v. Brouder et al.*, 197 N. E. 26 (June 27, 1935).

"On December 14, 1934, the school committee called for bids for the transportation of school pupils, by publishing an advertisement in the Methuen *Transcript*. . . . The bid of the Methuen Bus Company, Inc., offered to transport 700 or more pupils that are now being transported, and as many more as the law will allow us to carry with the present number of busses. . . ."

"Plaintiffs contend that the acceptance of the bid of the Methuen Bus Company, Inc., by the school committee was unlawful because a call for bids with specifications is in the nature of an offer, and a bid at variance with it is a new offer. Assuming the bid of the Methuen Bus Company, Inc., was not a full acceptance of the specifications, considered as an offer, the bid had at least the effect of a counter offer, and its acceptance by the school committee was an acceptance of the Methuen Bus Company, Inc., offer."

Teachers' Salaries

♦ Chattanooga, Tenn. Commissioner of Education T. H. McMillan has announced that the teachers' payroll for 1935-36 will be increased by \$187,000 during the year. In addition to the minimum increase of \$187,000 next year, the new law provides for an increase of the same amount the following year. This will increase the payroll at least \$374,000 in the next two years.

♦ Milwaukee, Wis. The salaries of teachers and other school employees have been restored to predepression levels by a vote of the board of education.

♦ Racine, Wis. The school board has revised its salary schedules and has reinstated the policy of a graduated yearly age increase. The action of the board affects 200 teachers and adds more than \$15,000 to the annual payroll.

♦ Oklahoma City, Okla. The school board has made a reduction in the payroll account of the budget, allowing pay restorations of 8, 10, and 12 per cent, in place of the scheduled 12 per cent. Teachers in the small salary groups will receive the larger increases.

♦ North Providence, R. I. The school board has voted to restore the automatic increases to teachers, which were discontinued two years ago. The restoration of the rate affects 26 teachers.

♦ San Antonio, Tex. The school board has made

provision in its 1935 budget for flat increases of 6 per cent in salary for all teachers. The salary increase and the automatic increases for experience and degrees will result in an increase of \$160,784 over last year's instructional costs.

♦ The salaries of teachers in Palm Beach County, Florida, have been placed on a sliding scale, with automatic increases up to five years. The new scale will result in an increase of \$20,000 to \$25,000 in the payroll. All teachers have been reclassified in two groups, college graduates and two-year normal graduates. The distinction in salary between elementary and high-school teachers has been eliminated.

♦ Enid, Okla. The board of education has voted a 10 per cent increase in salary for all teachers. The total cost will reach \$25,000 for 165 teachers on the staff.

♦ Durham, N. C. The city teachers will receive a supplement of 15 per cent or more above the state schedule in addition to a 20 per cent increase from the state. Salaries for the ninth month will be paid out of local funds.

♦ Minneapolis, Minn. The school board has made an adjustment of the salary question by the adoption of an agreement through which teachers and other school employees will receive full scheduled salaries during September, October, and November, with automatic contract increases and whatever proportion of full-pay funds are allowed during December. It is believed that with improved tax collections, not more than eight payless days will be necessary. A former plan sought to adjust the question by payless days spread over a period of three months.

♦ Teachers in the State of Iowa are due to receive salary increases ranging from 5 to 10 per cent during the next school term, according to a survey conducted by Mr. R. C. Williams, Director of Research for the state education department.

♦ The Knox County board of education of Knoxville, Tenn., has approved a new salary schedule for teachers of the county schools, which divides teachers into three groups. Under the new plan, elementary teachers who were employed in 1932-33 when salaries were reduced, have been given a full restoration of their former salaries. High-school teachers who were employed in 1932-33 were given flat increases of 20 per cent, which is only a partial restoration of salary, due to the fact that their scale was reduced. Elementary- and high-school teachers who have been employed only since 1932-33 will receive an increase by schedule. Beginning with the present school year,

teachers will be paid in twelve monthly installments, the same as the city teachers.

♦ Mt. Clemens, Mich. The board of education has voted substantial increases in salaries to members of the teaching staff for the present school year. It is the purpose of the board to re-establish its former salary schedule as soon as the financial status of the schools is restored.

♦ Concordia, Kans. The board of education has given increases of 10 per cent in salary to teachers for the present school year.

♦ Salina, Kans. The board of education has restored 10 per cent of the salary cuts of teachers and school employees.

♦ Minden, La. Teachers in the Webster Parish schools have been assured of substantial increases in salary for the next school year, due to the fact that the schools are free of debt and that school conditions are better than last year. Under a new salary schedule, teachers in the lower brackets will receive increases averaging 16 per cent. The high-school teachers' salaries represent an average increase of 7 per cent, under a provision of increased pay for teachers working toward college degrees.

During the past summer, many teachers received bonuses, as a result of having attended summer schools. The bonuses represented 7½ per cent of the annual salary of the teacher.

♦ Nashville, Tenn. As a retrenchment measure, the school board has ordered that the salaries of all teachers shall be cut 10 per cent during the present school year. The decision to retrench by a salary cut, which affects all but janitors and school employees making \$50 a month or less, was made because of a serious reduction in assessed property valuations and a 20 per cent cut in the elementary-school apportionment, resulting in a loss of \$24,000 annually to the city. The cut is estimated at \$9,000 monthly, or \$80,000 for the ten-month term.

♦ Pottstown, Pa. Teachers, janitors, and other employees of the school district have been given 10 per cent salary increases representing the reduction given two years ago.

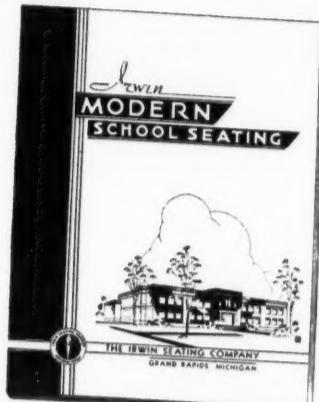
♦ Twenty-one of the 33 members of the executive board, and all of the officers of the New York Teachers' Union, resigned in a body on September 14, as the culmination of a long feud. The resignation of the board members culminated a dispute in the Union that reached its climax last month when the local officers asked the national convention of the American Federation of Teachers to revoke the union's charter so that a reorganization might be effected.

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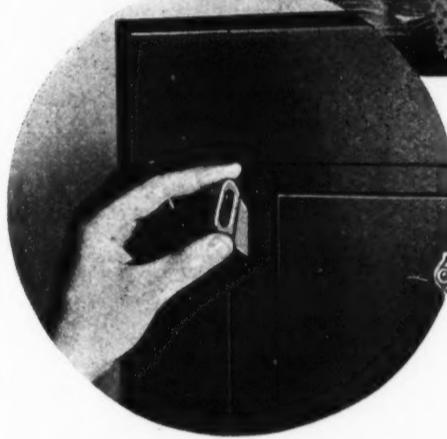
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Personal News of Superintendents

- Supt. W. F. SHIRLEY, of Marshalltown, Iowa, has been re-elected for his fourteenth year.
- E. M. HANSON, formerly of Hutchinson, Minn., has become superintendent of schools at New Ulm. He succeeds F. B. Andrew.
- E. C. GROVER has assumed his duties as superintendent of schools at Euclid, Ohio.
- ARTHUR SIMPSON, of Beaver Dam, Wis., has become superintendent of schools at Juneau.
- M. N. O'BANNON has taken over the superintendency at Frankfort, Ind.
- CLARENCE WEINSTOCK, of Geneva, Ohio, has become superintendent of schools at Dorset.
- A. C. BAYLOR, of Georgetown, Ind., has become superintendent of schools at Alexandria.
- Mr. R. A. BOHR, of St. Lawrence, S. Dak., has become superintendent of schools at Highmore. He succeeds H. A. R. In dall, who has gone to Arlington.
- Supt. GERALD ALEXANDER, of Parke County, Rockville, Ind., has been elected an honorary member of the Sigma Phi Kappa Delta fraternity. Membership in this fraternity is based upon scholarship, leadership, and special service.
- Supt. O. W. DAVIS, of Dayton, Ky., has been re-elected for a four-year term. He has completed five years of service as head of the schools.
- Supt. EDGAR B. ALLBAUGH, of Concordia, Kans., has been re-elected for another two-year term.
- CHARLES P. HOWELL has been elected superintendent of schools at Ponca City, Okla., to succeed W. W. Isle.
- Mr. CHARLES W. WILLIAMS has been appointed acting superintendent of schools at St. Bernard, Ohio, to take the place of the late Frank M. Reynolds.
- Mr. FRANK SHIELDS has been appointed acting superintendent of schools at Parma, Ohio, to succeed Mr. M. M. Berry.
- Mr. W. E. MATTHEWS, formerly of Center, Mo., has become superintendent of schools at Slater. He succeeds Madison Griffith.
- Mr. H. M. PATTERSON has assumed his duties as superintendent of schools at Coburg, Iowa.
- Supt. E. A. ADEN, of Bode, Iowa, has been re-elected for another year.
- Mr. JOHN K. COSGROVE, formerly of Baltimore, Mich., has become superintendent of schools at Bloomingdale.
- Mr. OTTO E. DOMIAN has assumed his duties as superintendent of schools at Hutchinson, Minn. He succeeds E. M. Hanson.
- Supt. H. T. SMITH, of Fowlerville, Mich., has been re-elected for another year.
- Supt. R. H. WEINE, of Berrien Springs, Mich., has been re-elected for another year.
- Mr. L. T. POWELL, formerly of Nelsonville, Ohio, has be-

come principal of the high school at Bucyrus. He succeeds D. C. Baer, who has become superintendent.

- Mr. C. R. JOHNSON, of Farmersburg, Iowa, has become superintendent of schools at Boxholm.
- Mr. A. J. JONES, of Nora Springs, Iowa, has become superintendent of schools at Chapin.
- Mr. RAY F. REED, of Decatur, Iowa, has become superintendent of schools at Grandview.
- Mr. BENNETT H. LEMIS, formerly of Harrodsburg, Ky., has become superintendent of schools at Springfield.
- Dr. C. V. BRUNER, formerly superintendent of schools at Mt. Pleasant, Tenn., has accepted the position of head of the department of history in the Tennessee Polytechnic Institute, Cookeville, Tenn.
- Mr. LAWRENCE MILLER, of Chillicothe, Ohio, has been elected superintendent of schools at Mansfield.
- Mr. E. L. BOWSHIER, formerly superintendent of schools of Ashland, Ohio, has become State Director of Education. He succeeds B. O. Skinner.
- Mr. EDWARD N. DIETRICH, of Bucyrus, Ohio, has been appointed assistant state director of education.
- Mr. J. ANDREW HOLLEY, formerly chief of the High School Division of the Oklahoma State Education Department, has recently been appointed as head of the Division of Schoolhouse Planning and Transportation in the state department. He succeeds Dr. Haskell Pruett, who has gone to the A. and M. College at Stillwater.
- Supt. B. L. REEVES, of the Virden Community High School, at Virden, Ill., has been re-elected for a sixth consecutive term.
- Supt. R. W. SOLOMON, of Middletown, Ohio, has entered upon his nineteenth term as head of the school system.
- J. P. VAN DEVENTER has become superintendent of schools at Fennville, Mich. He succeeds Paul W. Kingman.
- ARTHUR C. BEERS, of Grafton, Ohio, has been elected superintendent of schools of Wayne County.
- Mr. MERRILL M. BERRY has been elected superintendent of schools at Chillicothe, Ohio.
- RAY F. REED, formerly of Decatur, Iowa, has taken up his duties as superintendent of schools at Grandview.
- R. B. LOCKWOOD, formerly of Plymouth, Nebr., has become superintendent of schools at Stella.
- A. F. POTTE, formerly of Mitchellville, Iowa, has taken over the superintendency at Tracy.
- C. W. CRAVER, formerly of Davis City, Iowa, has become superintendent of schools at Kirkville.
- MERLAND KOPKA, of Dundee, Mich., has been elected superintendent of schools at Hamtramck.
- DR. WILLIAM G. COBURN, formerly superintendent of schools at Battle Creek, Mich., has been reappointed as superintendent emeritus, for a two-year period. Dr. Coburn will have charge of visual-education work.
- Supt. L. P. WOLLEN, of Horton, Kans., has been re-elected for a third term.
- Mr. J. E. BOHN, formerly principal of the high school at Ashland, Ohio, has been elected superintendent of schools, to succeed E. L. Bowshier.
- Mr. D. C. BAER, formerly principal of the high school at

Bucyrus, Ohio, has been elected superintendent of schools, to succeed E. N. Dietrich.

- W. L. MILLER, of Chillicothe, Ohio, has been elected superintendent of schools at Mansfield, to succeed W. W. Ankenbrand.
- Mr. OTTO HOJBERG has assumed his duties as superintendent of schools at Askov, Minn.
- DEWEY MANUEL, of Edinburg, Ind., has been elected superintendent of schools at Alexandria.
- Mr. JOHN W. MEYER, of Polk City, Iowa, has assumed his duties as superintendent of schools at Ware.
- Mr. D. R. COTRELL, of Clermont, Iowa, has become superintendent of schools at Traer.
- KENNETH SCHULZE is the new superintendent of schools at Chassell, Mich.
- ELMO HURST, of Hollis, Okla., has assumed his duties as superintendent of schools at School No. 11, Frederick, Okla.
- R. B. LOCKHEAD, of Plymouth, Nebr., has become superintendent of schools at Stella.
- Supt. W. T. SIMMONS, of Holton, Mich., has been re-elected for another year.
- J. G. TURNER has been elected superintendent of schools at Mt. Vernon, Ind.
- W. S. BAZARD, of Midland, Ohio, has been elected superintendent of schools to succeed H. V. Herlinger.
- Mr. I. B. HUDSON, formerly of Fayetteville, N. C., has been elected superintendent of schools at Andrews, to succeed J. J. Stone.
- Mr. CARL LARSON of Ironton, Ohio, has taken up his duties as superintendent of the west side schools at Aurora, Ill.
- Supt. L. P. TERREBONNE, of Iberville Parish, Plaquemine, La., has been elected vice-president of the National Education Association.
- Mr. W. W. ISLE, formerly superintendent of schools at Ponca City, Okla., has become president of the State Teachers' College at Weatherford.
- Mr. HOMER BAKER has been elected superintendent of schools at Carlisle, Iowa.
- Mr. L. H. WESTFALL has been elected supervising principal of schools at Glen Falls, N. Y.
- PROF. ELLISON G. SMITH, 81, professor of law at the University of South Dakota, Vermillion, died on September 3, at a hospital in Sioux City, Iowa. Professor Smith was graduated from the law school of the University of Iowa in 1874.
- Mr. M. G. FARROW, formerly principal of the high school at Red Cloud, Nebr., has become superintendent of schools. He succeeds E. W. Smith.
- Mr. ARTHUR F. POTTE has assumed his duties as superintendent of schools at Tracy, Iowa. He succeeds Leslie Balk.
- Mr. D. R. LIDKAY has succeeded Mr. E. R. Sonnenberg as superintendent of schools at Council Grove, Kans. Mr. Lidkay holds a B.S. degree from Baker University and his master's degree in education was obtained from Kansas University.
- Supt. FRANK CODY, of Detroit, Mich., has been elected as president of the State Board of Education.
- Mr. H. D. SYLVESTER, of Groton, Mass., has become superintendent of schools at Bennington, Vt.
- Mr. FRANCIS F. SCHLOSSER, of Algoma, Wis., has become superintendent of schools at Chilton.



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Personal News of School Officials

• The school board of Dist. 45, Foley, Minn., has reorganized, with the election of MORGAN J. FLAHERTY as president; S. H. WISNIEWSKI as clerk; and FRANK DZIUK as treasurer.

• The school board of Delphi Ind., has elected HARRY GRIFFITH as president; HARRY BAUM as secretary; and L. M. PLETSCHER as treasurer.

• PAUL PIKE has been elected president of the school board of Rockville, Ind. Other officers named were MRS. AARON COOPER, secretary, and CURTIS BRANSON, treasurer.

• The school board of Moorhead, Minn., has elected E. E. SHARP as president. O. D. HILDE as clerk, and FRED HILL as treasurer.

• The school board of Tawas, Mich., has elected C. L. McLEAN as president, M. C. MUSOLF as vice-president, A. A. BIGELOW as secretary, and EDWARD BURTZLOF as treasurer.

• The school board of St. Cloud, Minn., has re-elected DR. HARRY B. CLARK as president. Other officers named were W. F. FETTERS, vice-president, C. J. ROSE, secretary, and J. A. ALLEN, treasurer.

• The school board of Pipestone, Minn., has elected SIDNEY ROBISON as president, MRS. LUELLA McGILLIVRAY as secretary, and G. A. BURKE as treasurer.

• MAURICE W. SOCWELL, recently appointed secretary of the board of school commissioners of Indianapolis, Ind., died suddenly of heart disease on August 19. Mr. Socwell was appointed to the position in June, to succeed the late F. L. Reissner.

• The school board of LaGrange, Ind., has reorganized, with the election of PAUL R. DUNTON as president, MRS. JOHN P. CATON as secretary, and DR. W. C. BALLOU as treasurer.

• The school board of Pendleton, Ind., has elected R. E. BROOKBANK as president, W. F. McVAUGH as secretary, and DR. E. E. HUNT as treasurer.

• The school board of Big Rapids, Mich., has re-elected DR. GORDON H. YEO as president, L. B. HANCHETT as vice-president, and MRS. CORA E. HARDY as secretary.

• The school board of Saginaw, Mich., has reorganized, with the election of FRANK E. BASTIAN as president, CHARLES G. MILNE as vice-president, CHARLES A. F. DALL as secretary, and L. A. HENNING as treasurer.

• MR. ED. RYAN has succeeded Mr. Tolford Thompson as a member of the school board at Eagle Grove, Iowa.

• W. H. STOCKER, superintendent of buildings and grounds for the board of education at Ottumwa, Iowa, has been re-elected for another year.

• MR. FRANK BALDWIN has been elected as president of the board of education at Concordia, Kans. He succeeds George Bowman.

• The school board of Mayville, N. Y., has reorganized, with the election of DONALD D. KLING as president, MRS. CATHERINE JENTES as clerk, and MRS. L. K. NEWTON as treasurer.

• MR. E. GEORGE GUTHRIE, secretary of the board of education of Fargo, N. Dak., died in a Fargo hospital, on August 12, following a long illness. He had been secretary of the board since 1911.

• The school board of Eveleth, Minn., has reorganized for the year, with the election of MALCOLM MACDONALD as president, G. H. MURRAY as clerk, and CLARENCE HALLSTROM as treasurer.

• The school board of Hartford City, Ind., has elected C. L. EUPHRAT as president, CLYDE STRAIT as secretary, and DR. H. L. BUCKLES as treasurer.

• AUSTIN FLINN has been elected president of the board of education at Franklin, Ind. The other officers named were CARL SCOTT, secretary, and PROF. MYRON McCURRY, treasurer.

• The board of education of McPherson, Kans., has reorganized, with the election of R. E. MOHLER as president, and J. W. FIELDS as vice-president. The new members of the board are MRS. JOHN ALLISON, MRS. PAUL SARGENT, and MRS. LAWRENCE GATES.

• The school board of Robbinsdale, Minn., has reorganized, with the re-election of DR. HENRY E. HARTIG as president, MRS. EDITH ROBBINS DANIEL as clerk, and MR. A. E. PRINCE as treasurer.

• The school board of Manistique, Mich., has reorganized, with the election of HUBERT M. NORTON as president, E. J. HASTINGS as vice-president, and ALICE J. REILLY as secretary.

• MR. A. B. NELSON, who retired from the board of education of Horton, Kans., on August 1, had completed twelve years of active service on the board. Mr. Nelson was present at every regular, adjourned, and called meeting, and was interested in the welfare of the schools. During his twelve years of service on the board, he was able to save the school district considerable money through his foresight and sage advice.

• The school board of Beaumont, Tex., has reorganized, with the election of DR. L. C. POWELL as president, and MR. OTIS FULLER as vice-president.

• MR. C. E. DAVIS, of Murray City, Ohio, has resigned to become principal of the Hillsboro schools.

• MR. DENIS JONES has become superintendent of schools at Neola, Iowa.

• CHARLES E. DOHERTY has been elected superintendent of schools at West Stockbridge, Mass.

• EDWIN J. HARRIMAN, of Millers Falls, Mass., has been elected superintendent of schools at Hudson.

• MISS EVELYN COVEY, of Federalsburg, Md., has become secretary of the school board of Bridgeville, Del.

• MR. F. J. LIESS has been elected as secretary of the school board of Hamburg, Iowa. He succeeds L. H. Smalley, resigned.

• LLOYD E. GRIFFIN, of Edenton, N. C., has become executive secretary of the North Carolina State School Commission.

• The school board of Cherryvale, Kans., has reorganized, with the election of STANLEY MUSTARD as president, Roy WICKS as vice-president, and JOHN P. SHEFFIELD as clerk.

• MRS. L. F. KEMPTON has been elected as president of the school board of Burlington, Kans. Other officers named were L. H. HANNEN, vice-president, and W. M. SCOTT, clerk.

• The school board of Winfield, Kans., has reorganized, with

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the election of C. B. HAMILTON as president, L. C. BARNARD as vice-president, and MISS AUDREY COCHAN as clerk.

• MRS. BENJAMIN TOWNER has been elected president of the board of education at Hornell, N. Y.

• MR. C. C. WEBB has been elected president of the board of education of Lake George, N. Y.

• MR. D. C. PLEASANTS has been elected president of the school board at Newport, Va.

• The school board of Harlan, Ky., has reorganized, with the election of MR. EDWARD L. CAWOOD as president. The other members of the board are MR. J. A. GREGORY, MR. EDWARD PALLET, DR. J. B. JONES, MR. W. H. MULLINS, and DR. CLARKE BAILEY.

• MR. EDWARD L. NEMITZ has been elected president of the school board of School District No. 1 at Montevideo, Minn. J. B. TOMHAVE was elected secretary, and L. E. CAMPBELL treasurer.

• The school board of Detroit Lakes, Minn., has reorganized, with the election of DR. F. J. ROGSTAD as president, A. C. GOTTBORG as clerk, and J. A. SEALANDER as treasurer.

• The board of education of Concordia, Kans., has reorganized, with the election of FRANK BALDWIN as president and TOBY VIGNEY as vice-president.

• The board of education of Wyandotte, Mich., has reorganized, with the election of WILLIAM MARSH as president, and JOSEPH KALASH as secretary.

• MR. JAY ROSE and MR. E. H. HAMMER have been elected as new members of the board of education at Council Grove, Kans.

• MR. JOHN H. WEBSTER has been elected as president of the board of education of Detroit Mich.

• MR. MAXWELL V. BAILEY has been elected secretary of the board of education at Indianapolis, Ind. He succeeds the late M. W. Socwell, who served only a few weeks prior to his death.

• DR. JAMES N. RULE, whose four-year term as Superintendent of Public Instruction expired last May, has become principal of the Langley High School, in Pittsburgh. Dr. Rule was formerly principal of the Schenley High School there, resigning in 1919 to become director of the Junior Red Cross.

• DR. G. P. YOUNG, superintendent of schools in Alamosa, Colorado, has been given another three-year contract. He is now beginning his eighth year as superintendent.

Dr. Young prepared for the Research Division, National Education Association, the "State Support of Public Schools in Colorado," which was published in August, 1935, under the general title of "School Finance Systems" in a cumulative handbook of school finance practices, prepared with the co-operation of authorities on school finance in the several states.

Death of Dr. R. A. Metcalfe

Dr. Richard A. Metcalfe, 71, editor and school textbook publisher, died at his home in Clarkesville, Ga., on August 10, following a heart attack. Dr. Metcalfe, who was a native of Maine, was graduated from Colby College in 1899. He went to Clarkesville three years ago from Richmond. Dr. Metcalfe was connected with Allyn & Bacon of New York and Atlanta for many years. He is survived by his wife and a son, A. Mitchell Metcalfe.

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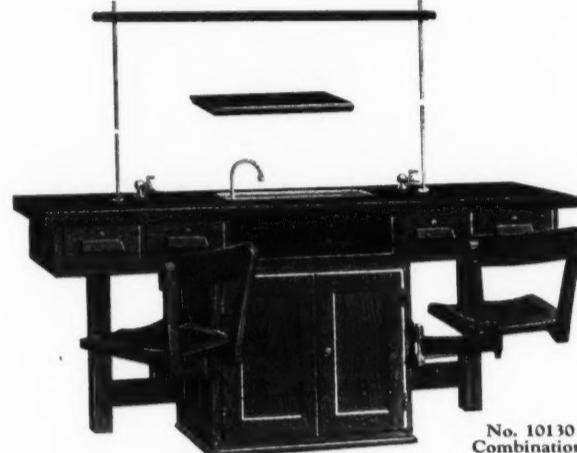
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School Administration Notes

♦ The public schools of Utica, N. Y., with the opening of the school year, are operating under a reorganized school curriculum. Under the new plan, the high school has become a six-year high school, combining the sophomore, junior, and senior years of high school. The seventh and eighth grades have been combined with the first year of high school. The school day will consist of eight 45-minute periods. Four subjects will be the rule, with five courses as the maximum for any pupil. Two weekly periods of physical education are required for all students.

♦ New courses in beginning French and music appreciation have been added to the high-school curriculum at Reed City, Mich.

♦ Dr. William Lewin, chairman of the Motion Picture Committee of the Department of Secondary Education of the N.E.A., has issued a report, in which he shows the extent to which motion pictures will be studied in schools and educational institutions during 1935-36. A total of 63 photoplays of educational interest will be released during the coming academic year, and seven pictures have been selected for use in motion-picture-appreciation courses. Among the new pictures of interest to school people are *A Midsummer Night's Dream*, *Scott's Ivanhoe*, *Last Days of Pompeii*, *Little Lord Fauntleroy*, and *Tale of Two Cities*. The steadily rising level of motion-picture quality and the rising standard of photoplay appreciation have helped to inaugurate production programs that will include pictures based on the works of Shakespeare, Dickens, Barrie, and Kipling. The committee of the National Education Association is sponsoring the selection of better pictures for study. Educational previewing committees are looking forward to a year that will be notable from the standpoint of the classroom.

♦ The public schools of Hiawatha, Kans., have expanded the educational program, to include more music in both grades and the junior and senior high schools. A more extensive program of physical education has been provided for the junior and senior high schools.

♦ Chelsea, Mass. The nursery schools have been reopened this year, on the same plan as last year. These schools are conducted under the direction of the super-

intendent of schools and are under the auspices of the state department of education.

♦ Mendon, Mass. The school board has voted to conduct a six-year high school in place of the former four-year school. Beginning with the fall term, all grades from the seventh through the twelfth were included in the high school and were organized for departmental work, under the direction of four teachers. New courses in junior business training, sewing, physiology and hygiene, and community civics have been introduced in the high school.

♦ Clinton, Iowa. The board of education has approved a new plan of supervised study for the high school, proposed by Principal W. J. Yourd. Under the plan, class periods will be extended from 45 to 55 minutes, and the number of periods will be cut from eight to six.

♦ New York, N. Y. Officials of the board of education have studied recommendations made by Commissioner of Accounts Paul Blanchard to guard against recurrence of misappropriation of funds by department employees. The major recommendation was that all employees handling large amounts of money be covered by a surety bond. One of the school officials, following an audit of his books, was found to have appropriated to his own use approximately \$41,000 over a period of eight years.

♦ Coffeyville, Kans. The school board has voted to discontinue the mid-year promotion system in the schools, following a recommendation of Supt. K. W. McFarland.

♦ Federal work relief funds, in the amount of \$7,756,665, have been appropriated to the New York City schools, by President Roosevelt, for a number of work-relief projects to be conducted in or in connection with the public schools. The projects will provide employment for an undetermined number of teachers, recreation leaders, and child-welfare workers, and will offer educational, recreational, and health service for the school children and adults of the city.

Among the projects to be undertaken are a free school for the study of creative design in arts and crafts for adults; construction of new playgrounds; repairs to school buildings; a survey of adult education; establishment of nursery schools; provision for instruction of home-bound physically handicapped children, and numerous other undertakings.

♦ New York, N. Y. With the opening of the new school term, the pupils of the first two grades and the kindergarten have been placed under the "unit study" plan. The plan which is being tried for the first time,

was suggested by Supt. H. G. Campbell, and is to be conducted under the personal direction of Associate Supt. Stephen F. Bayne. The purpose of the unit study plan is to reduce the hazard of nonpromotion in the primary grades where, contrary to popular opinion, more children are "left back" than in any other grades. The new plan is intended as a progressive step, to offset the failure of many children to adjust themselves to school life in the early grades. Such children find the change from home life to school too abrupt.

♦ The Ohio committee of experts, reporting on a study of the state department of education, has conferred with the governor relative to a proposed constitutional amendment to create a state board of education. The committee has outlined a plan for setting up a state board, to be headed by the president of the Ohio State University as *ex officio* member and chairman. Under the new organization, the state board of education would appoint the director of the department and would approve his appointments of assistant directors. It was pointed out that changes and a reduction of the personnel of the division from 58 to 35, abandonment of the state school of the air, and the state division of visual education, would save Ohio \$55,613 a year.

♦ The school buildings of Saugus, Mass., with the opening of the school term of 1935-36, are in the best condition in years, according to Supt. V. W. Evans. Although only \$4,000 was appropriated at the annual town meeting last spring, the buildings and equipment are in the best condition in years through the operation of an ERA program, which was carried out locally. Superintendent Evans estimated that the town has secured work at a cost of less than \$2,500, which would have cost the school department more than \$75,000, had it been done by other methods than FERA projects. Every school in the town has been painted, inside and outside; all interior woodwork has been varnished; 3,000 desks have been refinished; and the grounds of all buildings have been graded.

♦ Hays, Kans. During the school year 1935-36, the junior-senior high school will again affiliate with the Fort Hays State Teachers' College for the purpose of offering teacher-training opportunities above the sixth-grade level. A training school is maintained on the campus for the kindergarten and the first six grades. For a period prior to 1931, all teacher-training work was done in the city schools.

♦ Longview, Tex. The school board has approved plans for the construction of two schools and the enlargement of a third structure. The cost of the project which is estimated at \$77,500, will be met in part by a federal loan.



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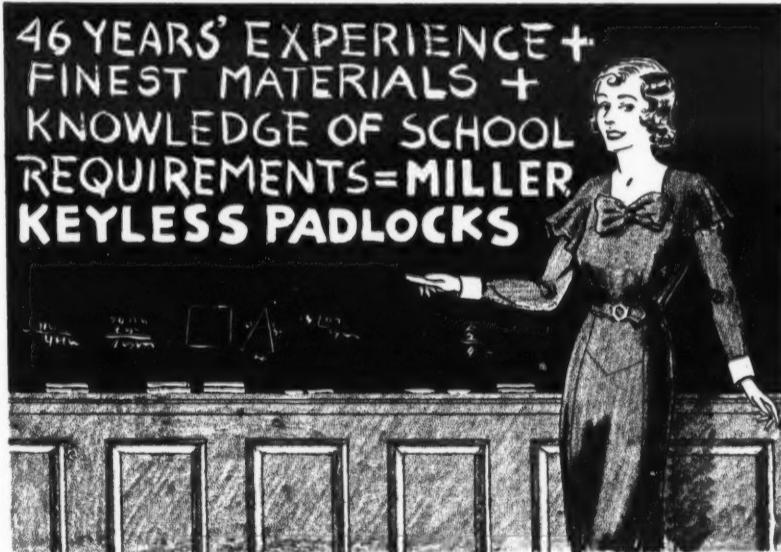
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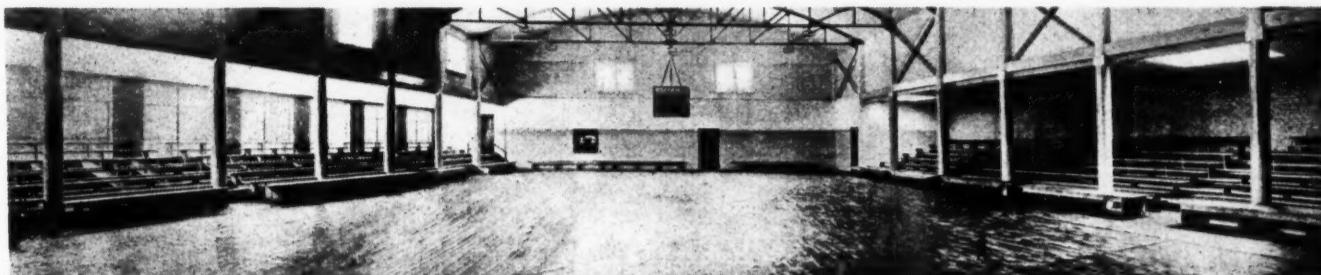
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School Board News

♦ Kansas City, Kans. The board of education recently voted the restoration of kindergartens, health service, and salary increments. The junior college matriculation fee was reduced from \$70 to \$50 per year, and teachers on the school staff were given increases of 10 per cent for the school year.

♦ Hiawatha, Kans. The board of education has purchased additional typewriters for the use of commercial postgraduate students enrolled in this department. The board charges a nominal fee of \$3 per semester to postgraduates who rent the typewriters.

♦ Mt. Clemens, Mich. The board of education has this year restored a number of courses and departments which were discontinued during the depression. Some of the commercial work has been restored, auto-mechanics and manual-arts courses have been enlarged, and public speaking has been re-established.

♦ Mansfield, Ohio. The board of education has adopted a new policy, setting an age limit for janitors employed in the city schools. The rule provides that janitors, upon reaching the age of 70, will automatically be retired. They may continue for one more year as assistant janitor, provided their application is approved.

♦ Pottsville, Pa. The school board has adopted new tuition rates for nonresident students in the schools. Students in the high school will pay \$7.25 a month; those in grades seven to eight, \$6.40; and those in grades one to six, \$5.50.

♦ Providence, R. I. The school board has completed the remodeling of the old Technical High School as headquarters for the school department. For the first time this year, all administrative departments of the school system are under one roof. The department occupies four floors of the building. The top floor is to be used for storage.

♦ The board of education of Independent School District No. 27, at Hibbing, Minn., has approved the standardization of wage scales throughout the school system as part of changes effected in the unit administration. The new standard system is intended to remove inequalities in compensation among employees working in the same capacity.

♦ El Dorado, Kans. The school board has ruled that nonresident students in the first three grades must pay a tuition fee of \$2.50 a month; those in the fourth, fifth, and sixth grades, \$3 a month; those in the seventh, eighth, and ninth grades, \$4 a month; and those in the tenth, eleventh, and twelfth grades, \$5 a month. Resident students are not charged a tuition fee, but the regular amount for courses in bookkeeping, typing, and shorthand must be paid in addition to laboratory fees. Under the board's policy, nonresident students are to be accepted only where there is sufficient room and facilities to care for them.

♦ The West Virginia State Board of Education has announced a revision of its regulations affecting the eligibility of teachers for pensions from county teachers' retirements, as allowed by law. Under the new regulation, a teacher to be eligible for a pension must have taught at least forty regular terms of school in West Virginia, or 25 regular terms of school in the state, and must have reached the age of 65. The state board of education also adopted a new rule affecting holders of certificates for teaching physical education, art, and music in high schools. Under the new regulation, such teachers will be given an extension of their certificates so that they may also teach these subjects in elementary schools.

♦ Waterbury, Conn. The board of education has proposed a change in the rules governing injuries suffered by teachers in school buildings. In the past, teachers have been paid in full for four weeks and this time was deducted from the month sick leave granted annually. Under the new plan, teachers injured at work will be paid compensation at the rate of one half of their salary and will receive medical and hospital bills. The time lost in this manner does not come out of the period set aside for illness and the payments will continue as provided for under the compensation law.

♦ North St. Paul, Minn. Two additional high-school teachers have been employed in the high school, due to overcrowded conditions.

♦ Medford, Mass. The school board has announced that women teachers who marry in secret will face possible court action, if necessary, in order to obtain a return of pay collected between the date of their

marriage and the time the marriage is revealed. The school board has inserted a clause in the teaching contract, which calls for the immediate resignation of any woman teacher who marries. The school board has indicated that it stands ready to enforce the clause.

♦ Lawrence, Kans. The board of education, during the past summer, inaugurated a system of bonuses for teachers who were anxious and willing to attend summer schools. Under the plan, salaries of teachers were increased in the lower brackets only, and in small amounts. More than 50 per cent of the teachers took courses calling for from four to nine hours of college work.

♦ Under a new textbook system in North Carolina, school basal textbooks will be rented to pupils during the present school year, at an approximate charge of 30 cents, according to Mr. E. N. Peeler, secretary of the state textbook rental commission.

Under the system in operation, bookrooms will be maintained in each of the state's 100 county courthouses where basal textbooks will be available. All textbooks are sent to the schools, upon orders signed by the principals, and will be distributed to pupils through the principals and classroom teachers. The renting of textbooks is optional with the pupils, and they are permitted to buy new books where it is desirable.

The state will not handle supplemental nor parallel reading texts. Only basal texts are rented. The city of Charlotte is operating for the first time this year, a city-owned rental system, through which state textbooks are rented. In addition, the city also rents supplemental textbooks, at an average cost of one third of the cost of such books.

♦ Hereford, Tex. The school board has received approval of its request for a federal loan of \$50,000 for its new building project. The plans call for the rebuilding of the Central School and the improvement of the high school.

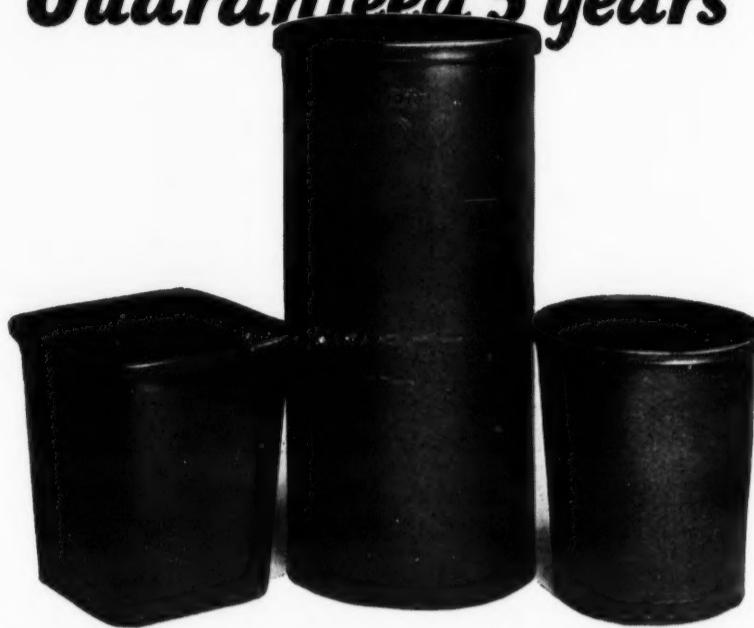
♦ Gallatin, Mo. The citizens have approved a school-bond issue of \$33,000 for the construction of a high-school building and auditorium.

♦ Assistant Attorney General J. F. Koone, of Arkansas, has recently rendered an opinion, in which he holds that teachers' contracts are subject to the contingency that a school must be closed, unless it can be operated without increasing the district's un-bonded indebtedness. Districts are not liable for (Continued on Page 72)

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further payments under contracts which are terminated by the closing of a school through lack of funds. It was pointed out, in connection with the ruling, that school directors who insist in keeping a school open and increasing the district indebtedness are liable personally for such indebtedness. The ruling was given to J. B. Freese, of Hot Springs.

♦ New York, N. Y. Pending adjustment of their difficulties with the board of education, eighty relief teachers recently dismissed because of the stoppage demonstration against working conditions, will be placed in other positions under the PWA. They will be assigned to educational and research projects not under the sponsorship of the board of education.

♦ It has been announced that many members of the teachers' union of New York City have left the union as a protest against left-wing tactics in the organization. It is anticipated that the officers of the union will resign from the organization in order to form a new association, excluding those known to be members of communistic or other left-wing groups. The majority of the executive board is expected to follow Dr. Henry R. L'ville, president of the organization, as the board has been in sympathy with him in the fight on the left-wingers.

♦ Wilkinsburg, Pa. The school board was termed a "disgrace" and accused of extravagance, mismanagement, and favoritism in an address given recently by Mr. Rex Newton, chairman of the local taxpayers' association. He charged that not a single property owner has a vote on the school board.

♦ Parkersburg, W. Va. The school board has adopted rental fees to be charged pupils of the city schools for the use of textbooks. The cost to pupils per semester will be as follows:

First grade, 30 cents; second grade, 40 cents; third grade, 50 cents; fourth grade, 60 cents; fifth grade, 70 cents; sixth grade, 80 cents; seventh, eighth and ninth grades, \$1; and tenth, eleventh and twelfth grades, \$1.25.

This assessment is due on the opening of school, Mr. Wharton said. In addition, there will be a five-cent charge per semester for pupils in the art and penmanship classes.

♦ Davenport, Iowa. The school board has voted to continue the rental plan for obtaining schoolbooks this year. The plan provides that the student may have the use of any book for the period of one semester, upon the payment of a nominal charge.

♦ Albion, Mich. The school board has reduced the tuition rate for the seventh and eighth grades from \$60 to \$40.

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NEW BOOKS

What Makes a Book Readable

By William S. Gray and Bernice E. Leary. Cloth, 376 pp. Illustrated. The University of Chicago Press, Chicago, Illinois.

One of the most difficult problems for librarians, publishers, teachers, and directors of adult education is to select readable material for the general reader. The authors of this book show that most readers have a limited reading ability that permits them to read only the simplest adult materials and the news of the day.

Four categories must be considered when discussing readability; namely, format, general features of organization, style of expression, and presentation and content. These four categories are divided into about 289 subdivisions.

This study was based on magazines, newspapers, and 350 books. Adults in various walks of life were questioned in order to secure data on the type of literature that is being read. It is evident that material dealing with the higher things of life is needed for that large group of adults whom the present material does not reach.

The 86 tables and 32 figures give a clear picture of facts connected with reading.

Modern-School Mathematics

By Raleigh Schorling, John R. Clark, and Roland R. Smith. Cloth, illustrated. Book One (seventh year), 384 pages; Book Two (eighth year), 388 pages. 92 cents each. World Book Company, Yonkers, N. Y.

Teachers of the junior-high-school grades are familiar with the former editions of these really constructive and practical texts. They present a course in mathematics which really advances the pupil of the advanced grades; not just a review of elementary arithmetic. The authors show by words, pictures, and exercises just how mathematics enters into nearly all the affairs of actual life—building, surveying, transportation, measuring time, farming, buying and selling, conquering disease, etc.

Home Geography

By G. R. Bodley and E. L. Thurston. Paper, 143 pages, illustrated. Iroquois Publishing Company, Syracuse, N. Y.

It would be hard to find a more practical geography for the third grade than this combination textbook and workbook. It approaches the study of geography from the geographical concepts which the child has already acquired. Place, distance, direction, the sun,

the weather, the seasons; the common plants and animals from which we get our food and clothing—all these and other geographic subjects are explained in the child's vocabulary and brought home to him through simple exercises, activities, and experiments. The child who pursues the course outlined and developed in this interesting *Home Geography* will be well on the way to an adequate understanding of geography and its relation to life.

Elementary English in Action

Four books (grades III to VI), by R. W. Bardwell, Ethel Mabie, and J. C. Tressler. Two books (grades VII and VIII), by J. C. Tressler and Marguerite B. Sheldadine. Cloth, illustrated, 64 cents to 72 cents. D. C. Heath and Company, Boston, Mass.

Here is a well-organized modern course in which the rules and theory of grammar are separated from the background and activity material and placed in a separate section of each book where they can be referred to and chosen for use as a workman goes to his tool cabinet for the tools he needs for each job. The opposite practice has tended to make a hodge-podge of some otherwise good textbooks.

These authors have been quite successful in creating natural situations which call for practice in expression in the classroom. They have also supplied the information the pupil needs about the use of books and other sources of information. And the many suggested activities will have a distinct appeal to the pupils.

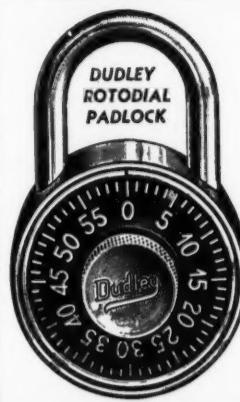
We are sure that children can learn the art of expression with these books as a guide and, what is more, learn it pleasantly.

Expressing Yourself

By Harold H. Wade, John E. Blossom, and Mary P. Eaton. Cloth, illustrated. Book One: 576 pages, \$1.48; Book Two: 576 pages, \$1.56. Houghton Mifflin Company, Boston, Mass.

These authors offer in two well-filled books a complete course in English composition for the high school. The art and science of the subject is developed concretely in an appealing way and much suggestion and help is offered toward supplying the first essentials of expression; namely, thoughts worthy of sharing with others and the desire to share them. The numerous pictures reproduced are only one of the many devices used for this purpose.

The sections on functional grammar are well developed and so arranged that more or less study may be given them according to individual needs.



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Individual differences in students is very well provided for by means of suggestions to the pupil for carrying out many interesting projects and hobbies according to his own interest and ability.

To Market We Go

By Jane Miller. Cloth, 96 pages. Price, 64 cents. Houghton Mifflin Company, Boston, Mass.

An informational reader for the second grade containing a happy description of two important types of fruit and vegetable markets as these are found in large and middle-sized cities. The social and economic functions of the farmers' market and of the open-air market are made interestingly clear by means of stories in which seven- and eight-year-old children take part. The full-color illustrations add a good deal to the attractiveness of the book. It hardly need be added that the vocabulary has been carefully studied and that the manner of speech is that most desirable for seven- and eight-year-olds.

Practical Application of the Punched-Card Method in Colleges and Universities

Edited by G. W. Baehne. Cloth, 436 pages. Price, \$4.50. Published by Columbia University Press, Morningside Heights, New York, N. Y.

Forty-two important professors and college executives have contributed the 39 chapters of this comprehensive work on the punched-card method of tabulating statistical data. The authors show how the punched-card machines are used in registrars' offices of colleges, in university business offices, and in various university administrative departments. They also show how they are applied in (a) psychology and educational research, (b) medical and hospital research, (c) legal research, (d) agricultural research, (e) miscellaneous science research.

A final section of the book is devoted to special methods of solving complicated mathematical problems necessary for analyzing statistical compilations and involving the use of the multiplying punch and the progressive digit method.

The book is a perfect mine of information to workers and to scientists who must solve statistical problems with accuracy and with a minimum expenditure of time and effort. The suggested uses of the machines are very fine illustrations of the value of modern machine methods which permit the scientist to center his time on the essential elements of the problems which he is solving, and to avoid time-consuming and deadening routine labor. A similar book, applying the method to elementary and secondary education and to social service in general, would be enormously helpful.

The Thirteen American Colonies

By Gertrude Van Duyn Southworth and John Van Duyn Southworth. Cloth, 511 pages, illustrated. 99 cents, net. Iroquois Publishing Company, Syracuse, N. Y.

It would be hard to find a more interesting and teachable introduction to American history than this. It first gives the student the proper background by a brief visit to the various kinds of Indians who lived here before Columbus came. Then it supplies briefly the necessary European background.

All of the colonies are described, and an idea of the manner of living of the colonists is given. The explorers and settlers are well individualized.

There are many excellent well-printed pictures each with its descriptive legend, and a series of outline maps that show just what they are intended to show and nothing else.

Provision is made for optional use of the unit method of teaching. Each chapter is followed by a summary, questions, and new-type tests. There is a complete pronouncing and descriptive glossary of proper names. There are tables of dates, and an outline of the history of all the colonies. And there is a good index.

Legal Aspects of Separation of Races in the Public Schools

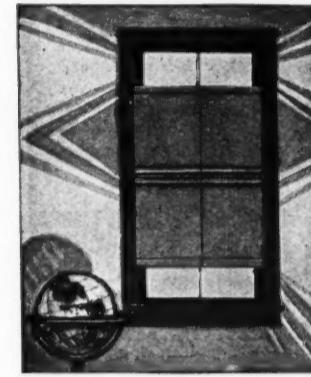
By Maurice L. Risen. Paper, 152 pages. Published by the author at Temple University, Philadelphia, Pa.

This thesis, presented at Temple University for the doctor's degree, is a complete analysis of the constitutional and statutory provisions relating to the separation of races in public schools and of the judicial decisions which have been made since the enactment of the Fourteenth Amendment.

The study makes clear that the Fourteenth Amendment does not protect the Colored Race in its endeavor to obtain equal educational rights, except where the local laws arbitrarily flout federal citizenship rights. Ten states forbid race separation, 18 make race separation mandatory, 4 states have permissive laws, 15 states are silent on the matter, and the local courts hold that race separation may not be practiced. Three states bar Indians from public schools, and California separates the Yellow Race from the other races. New York is the only northern state allowing race separation, while New Mexico is the only southern state which makes separate schools permissible only. Dr. Risen concludes:

"The races may be separated in the public schools if the state legislature passes a law allowing such separation. However, no race may be totally excluded from the public schools for reasons which would not apply equally to all races. In allowing race separation in the presence of a law, the board of education must provide equal facilities to both races. . . . The separate schools are entitled to equal facilities, but not to identical facilities. The length of term, accessibility, funds, and quality of teaching in these schools must be approximately equal to that of the whites. . . . Some courts have held that distance is a determining factor, while one court held that, where a colored

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INDIANA

child had to cross a number of steam railroad tracks to go to school, it was no more hazardous to do that, than to cross one city street to go to the white school. . . . It is fairly well settled that separate taxation of each race for the education of their respective schools is illegal and unfair. . . . In the absence of a statute allowing race separation, it may not be practiced. This is the rule, with a few exceptions. . . . Where laws permit race separation, boards may do so. The board of education decides which school shall be the white school and which shall be the colored school. These decisions may not be challenged, unless proved to be arbitrary or fraudulent. Courts are loath to interfere with the discretionary powers of school officials. Where a question arises as to whether a specific child is colored, the board decides, by taking evidence as to its color, ancestry, and community status. If the child comes from another state, which also separates races, the board may take evidence as to which school it attended in the previous state. . . . No tendency away from separation of races is apparent in the court decisions. The courts apparently are willing to uphold segregation in the public schools if the will of the people as expressed by the legislature of the state allows it. Race distinctions are not confined to any one race. Indians, Chinese, Mongolians, Moors, Eskimos, and others have been similarly affected. The courts do tend to frown on race discrimination as distinguished from race distinction. Where, through the increase in numbers of the minority group and because of kindred reasons, the race problem becomes acute, the legislature usually passes segregation laws. Whether this policy is the proper one, is not within the scope of this study."

What the Depression Has Done to Cities

Edited by Clarence E. Redley and Orin F. Nolting. Paper cover, 55 pages. Published by The International City Managers Association, Chicago, Ill.

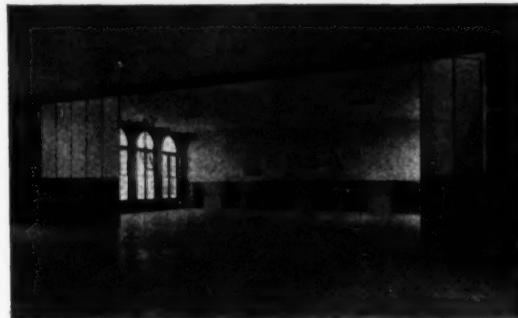
This document contains an appraisal of thirteen authorities of the effects of the depression on municipal activities. The several authors deal with the manner and method of adjusting budgets in the light of a reduced tax income.

The chapter which may prove of more immediate interest is one which is written by Prof. Nelson B. Henry, of the University of Chicago, and which deals with the public school's and the effects of the depression upon them.

He enumerates the five major methods of effecting economies in the current expenses of 197 city-school systems, which in the order of their frequency were: (1) reduced salaries; (2) increased teacher load; (3) reduced appropriations for supplies and books; (4) elimination of teachers; and (5) reduced appropriations for maintenance and operation of the school plant.

In presenting the larger picture, Professor Henry estimates that the total expenditures of the public schools are \$563,000,000 less than they were in 1930. The estimated reduction in the number of city-school teachers is placed at 18,600, while the increase in pupil numbers is placed at 250,000.

While some of the economies inaugurated are deemed regrettable, the author points to the fact that there are better methods of handling the business affairs of school systems. Here, he has in mind budgetary procedure, purchasing, accounting, and financial administration, and expresses the hope that in the long run the city-school systems may have gained as much as they have lost from the effects of the depression.



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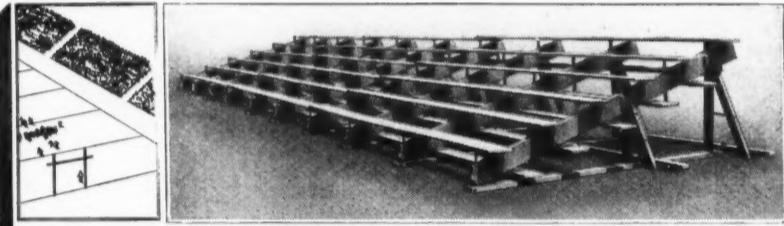
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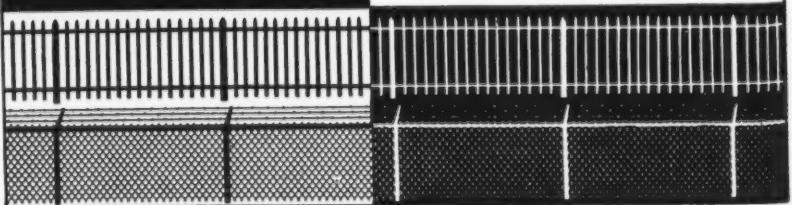
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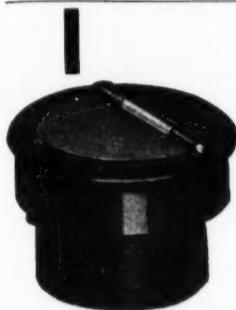
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HOW TO SELECT AN OPPORTUNITY GROUP

(Concluded from Page 16)

retarded a year or so, then given courtesy promotions and shoved on. In the upper grades they accumulate and present an awkward situation. Although boys will outnumber the girls as problem cases, the girls must be selected rather than the boys. Vocational training and athletics will partially handle the boys in the upper grades. If the number of pupils has grown too great for the retarded group, select the girls in preference to the boys.

Keep in mind the fact that in the first three grades retardation and poor work may be due more to the lack of the child's adjustment. The demand may be for only remedial work through special type of instruction. Children up to the intermediate grades should be given the benefit of the doubt unless the difference is too pronounced and annoying.

The public must be educated constantly and made to be sympathetic. Otherwise the pupils will find themselves in an unsympathetic world without friendly supervision. This can be accomplished by several means. When in conversation with an intelligent, disinterested friend mention some of the good points of the work being done. You can rest assured that the word will be passed on to others. An informal, non-technical talk before some organized group often proves to be of value.

Keep before the taxpayers your ultimate objective—useful members of society. Let the public know that, although the number is comparatively small, it will give rise to the large share of future social problems. The constant supply of subnormals tends to increase cost and problems of charity and of corrective institutions. It is the community's personal problem.

Business men's clubs glory in the schools winning contests—scholastic, musical, athletic.

Let the school board make the public proud of its schools. It tells of its success in bringing out the best in its exceptional children. It should be equally proud of bringing out the best in the school's lower quartile. It must make an earnest effort to aid its discontented, misplaced children. The public must be made to appreciate the school board's aid in turning probable social and moral failures into law-abiding, self-supporting citizens.

SCHOOL-SUPPLY MANAGEMENT

(Concluded from Page 30)

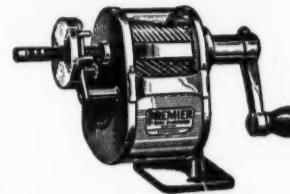
the central warehouse. Some of this material will be unfit for further use. Some will be in need of repair, and some can be sent to other schools as it comes in. If all such material is sent to a sorting and salvaging room, it can more readily be put to profitable usage. The obsolete and badly worn material should be immediately condemned. The usable material should be stocked in accordance with its catalog number, and that which can be repaired should be held for future needs. As these arise, deliveries should be made from the salvage room before new purchasers are made. Various classifications of salvaged material are necessary; namely, industrial arts, home economics, science. Table 7 will indicate how one school system cut science-equipment costs through use of the salvage-room plan.

TABLE 7. Value of Science and Equipment Purchased

Year	Value
1931-32	\$18,914.59
1932-33	6,210.75
1933-34	8,044.15
1934-35	7,265.93
1935-36	6,712.15

As will be noted from the above, the salvage room was organized in 1931. The reduction in cost for the next four years as indicated, was due largely to this plan.

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IS THE SCHOOL BUILDING WATERTIGHT?

(Concluded from Page 36)

Condensation on interior walls may at times be sufficient to cause considerable damage; such moisture is due to an appreciable difference between the outside and inside temperatures. Such condensation can be prevented by the inclusion of an adequate dead-air space in the wall itself—a remedy that cannot obviously be applied to an existing structure. The application, however, of waterproofing sprays or paints as referred to previously may prevent the formation of such moisture. The sealing of the wall that takes place with the application of such material may create an effective dead-air space. Dead or motionless air is a relatively good insulator and hence does not permit wide variations in temperature between inside and outside surfaces.

The administrative problem of watersealing a building is not simple and easy of solution. It can be resolved only by careful study, approved technical methods, advice that is above suspicion and, withal, common sense.

SCHOOL-BUILDING CLEANING AND SANITATION

(Continued from Page 24)

In all cases where a cleaner is used on tile floors, the floor should be wiped again, using a clean mop dipped in clean water and well wrung out. This will remove the film of soap and leave the floor brighter than would otherwise be the case.

6. Lunchrooms and cafeteria floors and tables should be cleaned immediately after the noon lunch period to prevent tracking and attraction of flies into the building. These rooms must be carefully supervised during the lunch period, to prevent needless scattering of food remnants about the rooms. Receptacles to receive this

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waste material are invariably placed near the exit of these rooms.

7. Storerooms, janitor's workrooms, and boiler rooms should never be permitted to become the dumping grounds of the school building, as is often the case. All supplies, tools, etc., should be placed on shelves, hooks, or labeled cabinet drawers, in order that they may be readily accessible. The floors should be as free from obstruction as possible, in order that the sweeping process will not be hindered. The frequency of sweeping these rooms will depend upon their use. At least three times a week, or as often as necessary to prevent tracking from these rooms to other parts of the building, should be the minimum required.

Dusting. All schoolrooms and furniture require a thorough dusting each school day. Cloths or mill ends of convenient size treated with a good grade of furniture polish, such as cedar oil or a similar product, make satisfactory equipment for this purpose. Manufactured sanitary dusters, which consist of a duster slipped over a wire frame and attached to a wood handle, are better but more expensive. Feather dusters have no place in the equipment of the school janitor-engineer. The sweeping and dusting periods should be separated as far as possible in order that any dust raised during the sweeping may have time to settle, and be removed when the rooms are dusted. The best time of the day for dusting is in the morning,

before the building is opened for the admission of children.

Stair rails are wiped daily, using furniture polish to which has been added a few drops of a good disinfectant. All other woodwork of the rooms and corridors, such as window sills, doors, casings, molding, baseboards, and the like, must be dusted once each week. During dry, dusty weather, when a great deal of dust enters around windows and doors and through the ventilation system, more frequent dusting will be necessary. A good test of the efficiency of the dusting program is to run the hands over horizontal surfaces; if the fingers become blackened in the process, more frequent dusting is desirable. When it is recalled that the germs of contagious diseases are carried about on dust particles, the value of thoroughness in this part of the cleaning program is apparent.

Blackboards and Erasers

Since practice varies widely in the use of blackboards, a definite prescription for their cleaning is not practical. Assuming that they are used every day, daily cleaning of blackboards and chalk trays is advisable. In cleaning chalk trays, care should be taken that the chalk dust is not unnecessarily agitated. After wiping out the chalk dust with a dry rag the trays should be rewiped with a dust cloth moistened with a few drops of furniture polish. This will leave the trays in a brighter, more attractive condition. In washing blackboards the best results are obtained by using clean water, without the addition of cleaners of any kind. Cleaners, when used continuously, have a tendency to leave a hard, smooth film that injures the writing surface. Clean water, applied sparingly with a rag or sponge, and dried with a rubber squeegee, will give satisfactory results.

For hygienic reasons as well as for efficiency in the use of the blackboards, erasers should be kept clean. Vacuum systems of cleaning are by far the most desirable, in that they are quick, efficient, and sanitary. The frequency of cleaning will depend on the amount of usage, the number of erasers supplied, and the kind of chalk used. As a rule, one thorough cleaning a week will be sufficient. In rooms where one cleaning is inadequate, two sets of erasers may be provided, and both sets cleaned on Saturday.

(To be concluded)

FIRE-INSURANCE PREMIUMS AND INDEMNITIES IN ARKANSAS

(Concluded from Page 41)

only when the district has a large enough valuation that the replacement of any building or group of buildings that may have been destroyed will not be a burden on the taxpayers, or when the district is able to build up and maintain a reserve fund sufficient for replacement purposes.

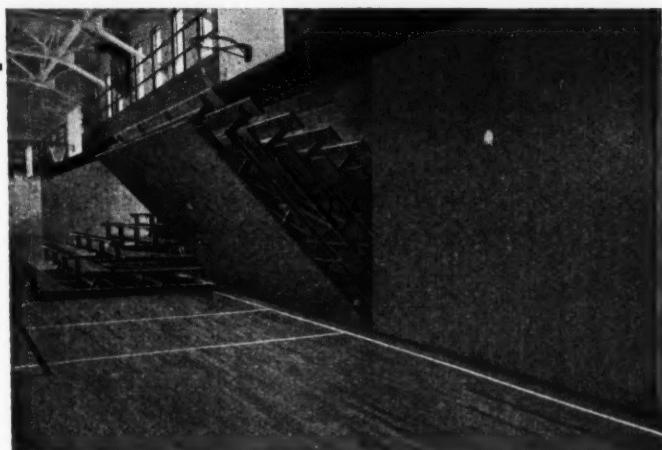
A number of states carry their own insurance on public-school property. In a few states a reserve fund is maintained for replacement purposes. In each of these states the plan followed is reported to be effecting a saving in premium costs for school districts.

State insurance on school buildings might effect a substantial saving for the school districts of Arkansas.

A large part of the published fire-insurance rates is made up of penalties. A large number of these penalties may be eliminated by removing fire hazards for which they are levied. Other penalties can be avoided by proper attention to construction details when a building is erected.

In general, are fire-insurance rates on Arkansas public-school property excessive? The writer shares the opinion held by many other public-school officials that the answer is very decidedly yes. The opinion is not subjective, based on prejudice or unfavorable personal experience. There is sufficient objective evidence available at present to lend support to the demand for generous reductions in basic fire-insurance rates on public-school property, and particularly for the so-called fire-resistant school buildings.

Note: This article is a summary of a master's thesis, Department of School Administration, George Peabody College, Nashville, Tennessee.



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TYPES OF SCHOOL ADMINISTRATION IN THE NORTH CENTRAL STATES—EASTERN SECTION

(Concluded from Page 20)

To visit schools.
"To appoint all teachers and fix the amount of their salaries."
To say what branches shall be taught.
To purchase textbooks.
To assign pupils to the several schools in the district.
Supervision of all schoolhouses.
To provide transportation.

Elected boards of education are found in school districts with populations of between 1,000 and 100,000, except in the case of districts governed by special acts. Such a board of education consists of a president, six members, and three additional members for every additional 10,000 inhabitants: "Provided, however, that in no case shall such board consist of more than 15 members." These boards are empowered to employ competent superintendents and to divide the districts into subdistricts.

The boards of education in cities of 500,000 consist of eleven members, appointed by the mayor.

The county boards' prime duty appears to be to select the county superintendent and to regulate his duties.

NEW BOOKS

A Second Course in Algebra

By N. J. Lennes. Cloth, 385 pages. Price, \$1.68. The Macmillan Co., New York, N. Y.

A conservative textbook in which mathematical values are emphasized.

Reading to Learn

Book II. By G. A. Yoakum, Wm. C. Bagley, and P. A. Knowlton. Cloth, 472 pages. Price, 92 cents. The Macmillan Company, New York.

This work-type informational reader contains significant material in elementary science, biography, history, health, civics, geography. In point of difficulty the selections are well adapted to fifth or sixth grades. Problems, tests, and exercises assist teachers to readily achieve the purpose of the book.

State Aid for High Schools in Illinois

Prepared by L. R. Grimm. Paper, 29 pages. Published by the Department of Research and Statistics, Illinois Teachers' Association, Springfield.

Contains a valuable summary of fundamental principles to be followed in granting state aid to high schools.

United States Bureau of Standards Recommendations for Floor Sweeps

United States Bureau of Standards Recommendations for Counter, Window, and Radiator Brushes

The latest simplified practice recommendations for materials for use in school buildings. The former covers stock varieties of household, institutional, garage, and building sweeps. The latter establishes a simplified list of standard stock varieties of counter, window, and radiator brushes.

A History of Education

By Wilford Kane. Cloth, 625 pages. Loyola University Press, Chicago, Ill.

This history of education is intended for use as a text in colleges and schools of education. It is written from a Christian standpoint and frankly reviews educational theories and theorists in the light of a religious philosophy. The history of administrative evolution is rather broad and clear-cut. The section devoted to the growth of democracy as an educational principle covers this important basis of modern school systems from the European as well as the American points of view. In fact, throughout the work international developments are stressed. The final chapter on educational agencies other than schools deserves enlargement with greater emphasis on the most recent adult-education movements in the United States and England.

Manual of Cataloging and Classification for Elementary and Small High School Libraries

By Margaret F. Johnson. Paper, 60 pages. H. W. Wilson Company, New York.

This is the second edition of the most widely used manual for cataloging school libraries. Its especial value lies in the fact that it has been written so simply and illustrated so completely that any teacher can use it effectively.

Famous Cathedrals and Their Stories

By Edwin Raynor. Cloth, 48 pages. Published by Grosset & Dunlap, New York City.

Lovers of architecture will find some parts of this work interesting. By way of an introduction, the evolution of the cathedral is discussed. Then are presented illustrations and descriptions of the famous cathedrals of Europe. The book is marred by the inadequate illustrations and incomplete descriptions of the Latin-American cathedrals, some of which deserve better attention as examples of original design and of great historic value. The inclusion of several incomplete structures in the United States unbalances the book and negates its purpose. The format and binding are impracticable.

PWA Allotments for Nonfederal Educational Institutions

Bulletin No. 144, August, 1935, of the U. S. Office of Education, Washington D. C.

How has education shared in the PWA? and what is the status of public works administration allotments for school buildings and other educational projects? These and other questions relating to the subject are discussed in this brief pamphlet. The bulletin shows that a total of 349 school projects under the PWA have been completed, at a total estimated cost of \$29,261,665. Of this amount, the Federal Government supplied more than \$14,000,000. The projects comprised 245 elementary schools, 40 high schools, 3 colleges and universities, 12 school auditoriums, 5

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After the Meeting

Excused from School

A small boy was about to buy a seat for a movie one afternoon when the box-office manager, suspecting his client of playing truant, said: "Why aren't you at school?"

"Oh, it's all right," said the youngster earnestly, "I've got measles."

Too Much

"Why did you break your engagement to that school teacher?"

"I didn't turn up one night and she wanted me to bring a written excuse signed by my mother." — Exchange.

The Arm vs. the Mouth

In a grade school the class in literature was very much interested in the poem, "The Village Blacksmith." In the midst of the discussion the teacher asked:

"Why does the blacksmith have such large muscles? My arm isn't like that."

After a pause, one of the girls replied:

"He does his work with his arm, while you do yours with your mouth."

The Lady Agreed

School Ma'am: "Why was Solomon the wisest man?"

Pupil: "Because he had so many wives to advise him."

School Ma'am: "Ahem! That is not exactly the reason given in the book, but there's much to be said in favor of it."

Adult Education

Traffic Officer: "Didn't you see me hold up my hand?"

Teacher: "No, I didn't."

Traffic Officer: "Didn't you hear me whistle?"

Teacher: "No, I'm sorry."

Traffic Officer: "Well, I guess I might as well go home. I don't seem to be doing much good here."

— Exchange.

To Florida?

The class had been instructed to write an essay on winter. One child's attempt read as follows:

"In winter it is very cold. Many old people die in winter, and many birds also go to a warmer climate."

A Word to the Wise

Johnny and Tommy were returning home from school and they decided on having a fight; but Tommy protested, saying his mother would beat him when he went home.

"How'll she know?" asked Johnny.

"She would see the doctor going to your house."

Accomplished

A nervous citizen approached Superintendent Cody of Detroit.

"Oh, Mr. Cody," she quavered, "do you really believe that some of the teachers are Red?"

"Why, certainly they are," answered the superintendent with a cheerful smile, "and very well-read at that."

A Helping Hand

Student A.: "I've been trying to think of a word for two weeks."

Student B.: "How about fortnight?" — Punch.

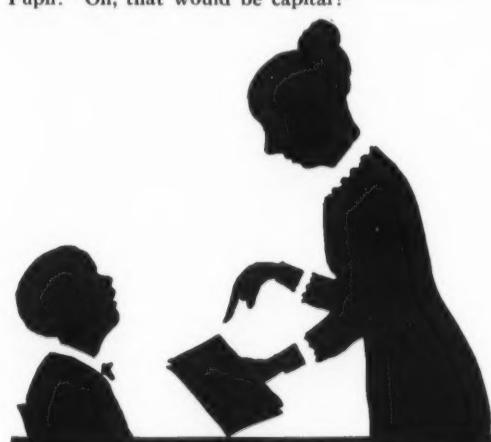
Satisfactory Too

School Teacher: "And now, if I were to be flogged what would that be?"

Pupil: "That would be corporal punishment."

School Teacher: "And if I were to be beheaded?"

Pupil: "Oh, that would be capital!"



A Mere Trifle

"Now, Tommy, what is one fifth of three sixteenths?"

"I don't exactly know, teacher, but it isn't enough to worry about."

Buyers' News

TRADE NEWS

Announce School Forms at Low Price. A new service recently announced by the A. B. Dick Company, Chicago, Ill., enables schools to produce their own administrative forms at a new low cost. Special mimeograph stencils, prepared by the Dermaprint (photographic) process, usable on any mimeograph, produce a variety of standard forms. The prints produced by this method faithfully reproduce beautifully printed forms.

The forms which are the work of Dr. W. C. Reavis, Professor of Education, University of Chicago, are being provided for all ordinary needs of the school field, with very substantial economy in use.

Complete information may be obtained by writing to the A. B. Dick Company.

Weber-Costello All-Metal Compass. The Weber-Costello Company, Chicago Heights, Ill., has announced the marketing of its all-metal compass which eliminates the disadvantages of the old type wood compass in classrooms.

The new all-metal compass eliminates the breaking off of the feet, a fault common with the former wood compass. It has hinged legs and its design is similar to the small mechanical compass. It holds the crayon firmly and is equally adaptable for holding pencils.

Complete information can be obtained upon request.

New Beckley-Cardy Catalog of School Supplies. The Beckley-Cardy Company, 1632 Indiana Ave., Chicago, Ill., has issued its latest Catalog No. 57, containing 32 pages devoted to its complete line of school supplies and office specialties, including blackboards, bulletin boards, crayons, book covers, hectographs, window shades, and accessories.

The firm has given 27 years of faithful service to users of school materials throughout the nation and as a result has established a reputation for outstanding performance, high-quality products, and fair dealing. All of its products are exactly as illustrated and will measure up to the highest expectations in service and satisfaction.

A copy of the catalog will be sent to any school official upon request.

Polished Cotton Twine Standards. The Bureau of Standards has announced that the standards for polished cotton twine have been reaffirmed. The original recommendation may be obtained under the title of "Simplified Practice Recommendation R124-31."

New Victor 16 mm. Silent Motion-Picture Projector. The Victor Animatograph Corporation, of Davenport, Iowa, has announced a new enclosed, cabinet-type of silent 750-watt motion-picture projector, which has as its main features beauty, compactness, convenience, and efficiency. The projector, which is known as the Victor Model 21, is extremely compact, measures only 8½ by 13¼ by 16¼ inches, and is equipped with 1600 ft. reel arms. When used at full capacity, a one-hour presentation may be made,



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without stopping to change the film. It is equipped with a pilot light, rapid rewind, positive tilting device, and a "swing-out" type of lens mount with side framer, which facilitates threading, framing, and cleaning of the film channel and aperture plate.

The projector comes in an attractive walnut case. Complete information and prices are available upon request.

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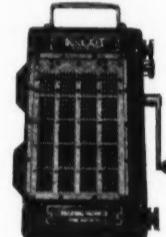
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Promotions in American Crayon Company. The American Crayon Company, Sandusky, Ohio, has announced the election of Mr. E. L. Curtis, son of Mr. L. L. Curtis, formerly president of the firm, as vice-president in charge of sales. Mr. E. L. Curtis will succeed Mr. Carey W. Hord, who resigned on August 1 to enter another field of work. Mr. Curtis has been active in the sales department of the firm for many years and has specialized in the trade department.



E. L. CURTIS
New Vice-President
American Crayon Co.



C. W. KNOUFF
New Sales Manager
American Crayon Co.

Mr. C. W. Knouff, who has been with the firm for seventeen years as head of the educational department, has been promoted to the office of general sales manager. He will continue to have complete charge of all educational promotional work. It has been due entirely to Mr. Knouff that the firm has taken an active interest in promoting the best innovations in the philosophy of art education and instructional methods.

New Catalog of Sturtevant Ventilators. The B. F. Sturtevant Company, Hyde Park, Boston, Mass., has issued a 19-page catalog, describing its new line of unit ventilators, which insure adequate classroom ventilation, proper air distribution, and free and easy access for inspection, cleaning, and adjustment.

The Sturtevant DeLuxe unit ventilator has been produced as the result of the experience of many years in the designing of heating, ventilating, and air conditioning equipment. The new unit ventilator insures a uniform temperature without drafts or objectionable odors, it allows the use of either manual or automatic control, and permits one or more rooms to be heated and ventilated while other rooms are unoccupied, thus saving operating expense. It can be used to recirculate air before the classes assemble, saving heating costs, and each unit can be adjusted to obtain all outside air, part outside and part recirculating, or all recirculating air as desired.

The Sturtevant DeLuxe system greatly reduces the cost of ventilation and insures the best results from a hygienic standpoint. Complete information will be sent to any school official upon request.

New B. and L. Magnifiers and Readers. The Bausch & Lomb Optical Company, Rochester, New York, has issued a 27-page technical booklet, describing its line of magnifiers and readers. The booklet lists round and octagon colored readers, octagon folding pocket magnifiers, round pocket magnifiers, metal-mount folding-handle magnifiers, ophthalmic magnifiers, and magnifiers with adjustable standard and with stands for dissecting purposes. The firm also manufactures a line of reading glasses, reducing glasses, engraver's glasses, achromatic watchmaker's glasses, doublet magnifiers, coddington magnifiers, triple-aplanatic magnifiers, and aplanatic triplet magnifiers. Complete information will be available upon request.

New Cyclone 12m Fencing. The Cyclone Fence Company, Waukegan, Ill., has announced a new development in chain-link fence fabric, which has established for the first time a definite standard of fence value. This standard will appear on all Cyclone fence sold to insure to users a definite, high quality of product.

The new Cyclone 12m is a chain-link fence fabric, guaranteed to withstand a minimum of 12 one-minute immersions in copper sulphate, according to the Preece test for uniform coating, approved by the U. S. Bureau of Standards and the American Society of Testing Materials. The Cyclone 12m possesses tensile strength to such a degree that it withstands all stretching and stays trim for years without sagging or bulging. This exceptional strength is attained through an exclusive method of hot galvanizing of the chain-link fence fabric. The fabrication permits the use of high-tensile strength wire, and conserves that strength through the various processes to the completed fabric.

Cyclone 12m fencing insures absolute uniformity in thickness of coating and maximum protection against corrosion. It saves money for the user not only in first cost, but in upkeep and maintenance for many years.

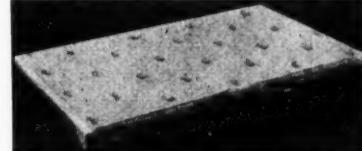
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fence product which will give service and satisfaction at a very low cost, should address the Cyclone Fence Company at Waukegan, Ill.

Announce New Irwin Seating Catalog. The Irwin Seating Company, Grand Rapids, Mich., has issued its new Catalog No. 35, 1935, containing 41 pages devoted to a description of its line of modern school seating. The Irwin line includes classroom, kindergarten, art, library, auditorium, and cafeteria seating, which is scientifically correct in design.

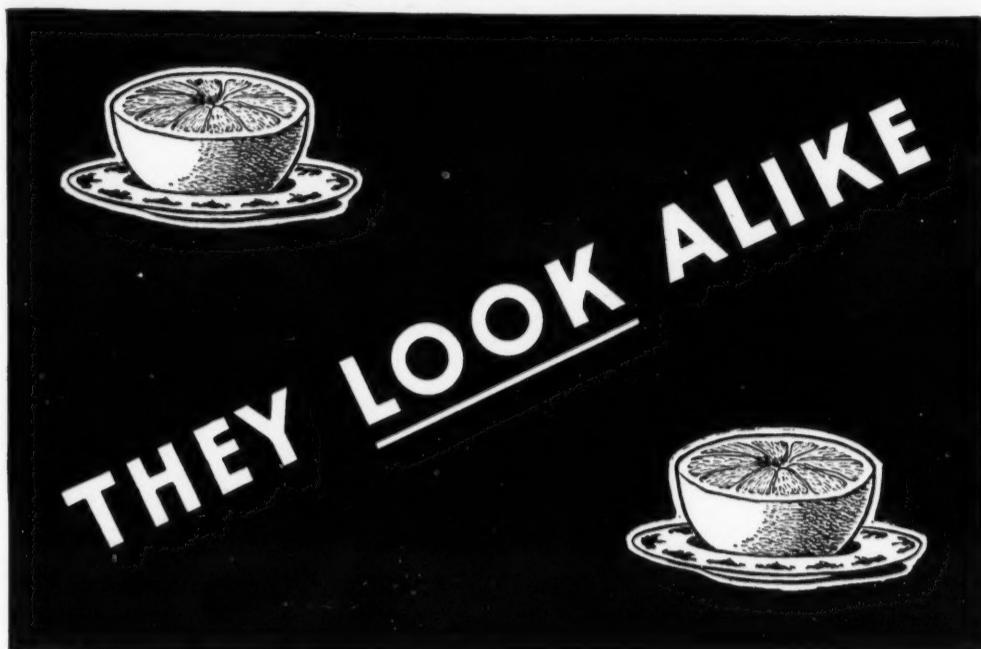
The Irwin line includes both fixed school desks and movable school desks which may be had at new low costs. Its line of pedestal desks combines adjustability, attractive appearance, and sanitation to make a type which is popular with principals, teachers, and janitors. The No. 164 movable combination unit is the finest of the firm's movable types, and is correct in design, handsome in appearance and structurally sound. The No. 192 movable chair desk is less expensive than other types and is recommended where movable seating of a relatively low cost is desired.

The firm manufactures a line of flat-top desks and chairs for school offices. A copy of the catalog will be sent to any school official upon request.

Blackboard Standards Revised. The Simplified Practice Recommendation R15, Blackboard Slate, issued originally in 1924 by the U. S. Bureau of Standards, has been revised for the year 1935. The latest revision includes the addition of the requirement that blackboard slate shall be even in color and free from imperfections or veining that will impair its use or durability as a writing surface. Copies of the revised schedule may be obtained under the title of R15-35 Blackboard Slate.

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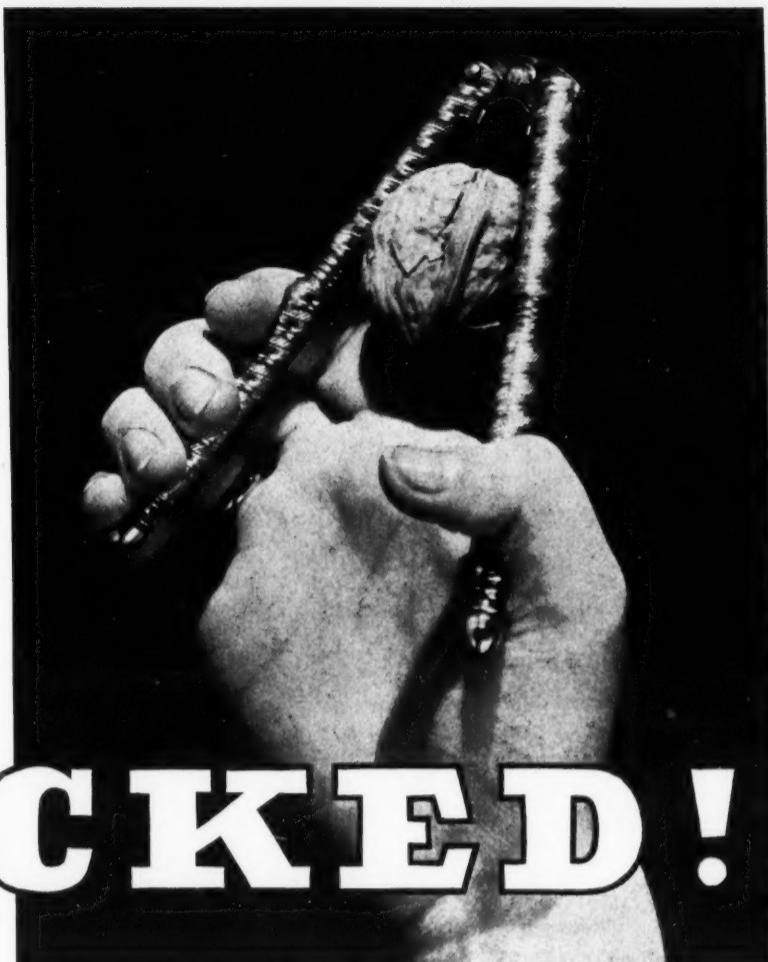


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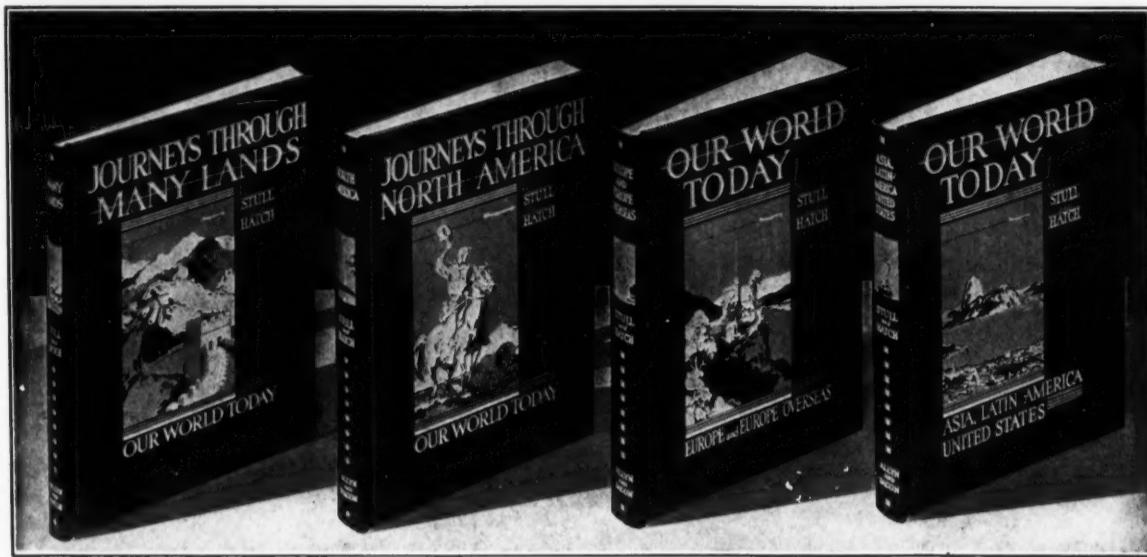
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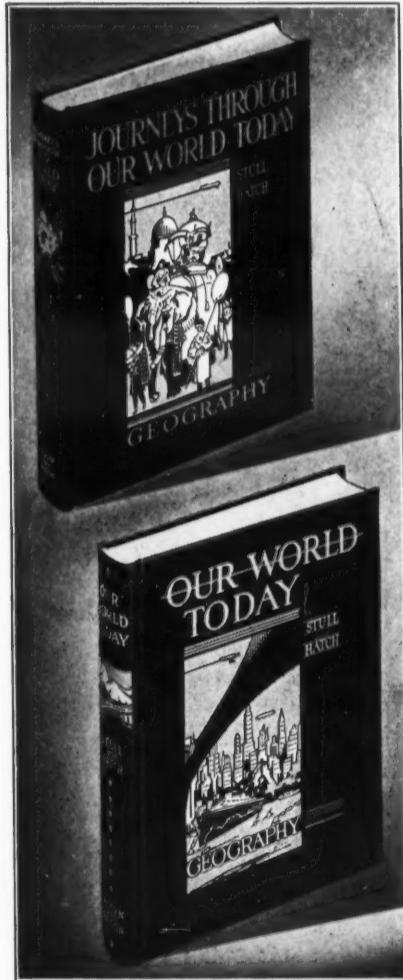
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